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AN EVALUATION OF THE SADDLE LAKE  
DEVELOPMENT PROJECT; STAGE ONE

by


RESEARCH & PLANNING DIVISION  
HUMAN RESOURCES DEVELOPMENT  
AUTHORITY

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AN EVALUATION OF THE SADDLE LAKE  
DEVELOPMENT PROJECT; STAGE ONE

by

the

Research and Planning Division

Human Resources Development Authority

Government of the Province of Alberta

Edmonton, September, 1969

Costs Shared by Provincial and Federal  
Governments



The Hon. R. A. Speaker  
Chairman

J. E. Oberholtzer  
Director





## EDITOR'S PREFACE

If a development programme is to succeed, whatever else it may accomplish, it must provide a means for its subjects to react to their human and physical environment in an effective, meaningful way. There is probably no one who can help native people to exploit their physical and human resources as much as the native people themselves.

Those of us who are in the resource development field, often, can do no more than become catalysts and facilitators to development. But when one of the people to whom we address ourselves reacts in an understanding and insightful way, the pleasure we feel, cannot be expressed in words. Mrs. Margaret Makokis' contribution to this volume is the source of that pleasure. To me, her statement is one of cautious optimism, an insight into the development process, an acute perception of her environment and, always, the intense desire to move toward the life of dignity which she most certainly deserves:

The role I played in implementing the Saddle Lake ARDA Project was by attending meetings.

I am a common housewife and mother of a large family. All of us Indians struggled through hardships and a lot of frustrations resulted. Due to my frustrations, I became outspoken. On several occasions, I asked the Saddle Lake Band Council for permission to lease our land to outside farmers (white) but the answer they gave us was that they did not want to share the "CREAM OF THE LAND" with the white farmer.

In 1965, Miss Vivian Julien, an adult educator, organized a program of resource personnel to come out every week during the winter months. The interested businessmen of our closest town, St. Paul, were invited to attend all meetings. When the Community Development Officers' week came up, I thought this was my opportunity to speak up. So I said, "Our rich fertile land is at a stand still. We have a handful of farmers of which only two are successful and all the rest of us on the reserve live on Welfare Assistance." I think this aroused the Community Development Officers, so, with the town businessmen and the leaders of the reserve, they decided to hold a two-day Sociological Analysis Conference. There, we



thrashed out all our bewilderments and ailments of our sick and idle community. It was at this meeting that the ARDA program was suggested to us. This was just what we needed and wanted. We did not delay in approaching the ARDA officials. Mr. Shields, the ARDA representative, came to sit with us to explain the assistance which may be at our disposal. We, the Indians, were all in favour. We then decided to relate the rosy possibilities to the Saddle Lake Band Members. This was agreeable to all. A motion in regards to a deal with ARDA was then resolved and passed.

A preamble was sent to ARDA, Winnipeg and a 10-year program was drafted and sent to Indian Affairs, Ottawa, for approval.

This ARDA project was in full swing this summer. More than a 100 people were employed. It was carried out with sound business ethics along with the advice of the local district agriculturists. There were more people asking for jobs than we could employ at that time and at present but as the project expands, we expect to have sufficient jobs for all. We can already sense the ambition and contentment of the people.

We, the Indian people are learning and putting into practice the white man's work-a-day way of life. We are very grateful to ARDA as this is the first satisfactory project we have ever experienced.

Mrs. Margaret Makokis

The "stuff" of resource development is obviously there: There is awareness of the wealth of the physical resources; an awareness of the need for education, a prerequisite to development; an awareness of the necessity to change and adapt; and a desire to become involved.

There have been snags and problems with the project to date and undoubtedly, there will be more. Unfortunately, not all the residents of Saddle Lake have become infected with Mrs. Makokis' enthusiasm. Nonetheless, this is the most extensive, most ambitious self-help programme undertaken on any reserve in Canada to date. Its success or failure cannot help but influence similar programmes in the future.

Lloyd Sereda  
Research and Planning Division  
Human Resources Development Authority



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# AN EVALUATION OF THE SADDLE LAKE DEVELOPMENT PROJECT: STAGE ONE

## CHAPTER I

## INTRODUCTION

This study is submitted in partial fulfillment of the conditions of a federal-provincial agreement regarding the federal-provincial cooperation on the Saddle Lake Resource Development Project. The pertinent condition requires the Alberta Department of Agriculture to administer the provincial grant; establish a committee, consisting of representatives from agencies involved in the programme; and that the committee shall provide seasonal reviews as deemed necessary and a formal evaluation by March 31, 1970 so that future federal-provincial assistance programmes may receive some guidance and direction.<sup>1)</sup> At this point we wish to focus the reader's attention on the fact that the programme's duration is very short at this point in time. This fact is most pervasive in governing the form and content of this report. Consequently, the intent here is not so much to illustrate changes in social and economic conditions on the Saddle Lake Reserve as a result of the programme's impact on the residents, but simply to establish benchmarks at the starting point. Certainly, some changes shall occur even at this early date, and these shall be explored as fully as possible.

## OBJECTIVES

The Saddle Lake Resource Development Project, as previously implied, is intended to facilitate social and economic advances on the Saddle Lake Indian Reserve. In a more methodological sense, the programme intended to aid the present social system to attain an increasingly self-sustaining

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<sup>1)</sup> Summarized from ARDA Agreement, Project # 38002. (See Appendix.)

economy through a continuous process of technological and material advancement. Ultimately, the test for success will have to be based on whether or not there is an improvement in the level of living of the reserve's residents. By measuring changes in attitudes, aspirations, skills and abilities and ultimately, socio-economic statuses, some levels of living and social and economic directions in which the participants tend to move, can be established. A second sort of measurement, quite inseparable from the first will consist of an evaluation of the programme as a business venture. At this point, it would be impossible to conduct a full farm business analysis, however, management practices will be scrutinized. At a point when a farm business analysis will be possible, some consideration will have to be given to the educational value of the programme.

## DEFINITIONS

An evaluation is a measurement of the results of a process with respect to its movement toward a stated goal. The measurement must be quantitative and should measure all movements regardless of whether or not they were anticipated at the outset. In this study, statistical measurements of the movements shall be carried out. In addition, chi square tests and t-tests will be applied to determine whether the movement may have occurred by chance or if it is attributable to the project.

## PROCEDURES

### The Questionnaire

Many individuals and groups contributed to the final design of the questionnaire. A review of literature yielded some ideas which were translated into questions on the questionnaire: Staff members of the Rural



Development Research Branch, contributed many more. The remainder were contributed by the Indian Affairs Branch of Canada Department of Indian Affairs and Northern Development, the Department of Agricultural Economics of the University of Alberta, the regional resource coordinators and the Board of Directors of the Saddle Lake Development Centennial Association. Opinions varied on the appropriateness of questions but only one limitation on what questions were to be asked was allowed: Since the success or failure of the project and the evaluation depended more on the cooperation of Saddle Lake residents than on any other factor, the board of directors of the association had to give final approval to the questions asked. Before the design was finalized, the questionnaire was pre-tested on five Saddle Lake residents with satisfactory results. However, when the final draft of the questionnaire was presented to the board for final approval, members of the board and the resource coordinator, who was present, seemed somewhat sceptical about the value of some of the questions. Many were rejected at this point because they were considered either premature or the information that could be provided by the answers was available from other sources. One source that this report draws heavily on is Morton Newman's The Indians of the Saddle Lake Reserve.<sup>1)</sup>

Originally, it was planned to have two native people to conduct the interviews but time did not permit the extensive briefing that would be necessary. Consequently, the research assistant, a caucasian male, conducted most of the interviews. The deputy chief kindly consented to help with interviews where the respondent did not have a good grasp of English.

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<sup>1)</sup> Newman, Morton; 'Appendix F , Indians of the Saddle Lake Reserve', Community Opportunity Assessment, Human Resources Research and Development, Executive Council, Government of Alberta, Edmonton, 1967.

Ideally, the rapport required for best results in responses to the questionnaire could have been achieved by a long period of familiarization involving the interviewer and the potential respondents. Time did not permit a long familiarization period and the availability of information from sources off the reserve necessitated that a considerable amount of time be spent on off-reserve research. Although the period of exposure of interviewer to the Saddle Lake residents was short, the interviewer did meet the residents socially at their sports day and at the committee meetings. To facilitate rapport development, the head of the Rural Development Research Branch, Mr. V. T. Janssen, introduced the interviewer to the band chief, the board of directors of the association and other members of the community. The purpose of the study was explained at one of the meetings. Generally, the rapport was good, with free and open responses from the sample members. However, both interviewers noted that a large number of questions required considerable rewording. For the most part, the respondents understood the questions posed to them, but four respondents indicated that they had not understood the questions fully; the native interviewer encountered two and the research assistant encountered two more. The questions which presented the most difficulty were those that dealt with income.

#### Sources of Data

Responses to the questionnaire were, of course, the main source of data. A review of literature and documents provided much useful information and discussions with various informants on the reserve and in offices of agencies involved in the project yielded some facts and insights. Pertinent documents from files of ARDA, P.F.R.A., Indian Affairs Branch and the Saddle Lake Development Centennial Association were put at researchers disposal: Some of these documents appear in their entirety in the Appendix.



Neither the administration of the questionnaire nor the location of respondents presented any insurmountable problems. Most of the interviews were conducted at the respondents' place of work to minimize the effects of intervening variables such as a threatening environment. Six of the sample members had left the reserve to work in sugar beet fields of the Taber area of southern Alberta. With the assistance of Canada Manpower, these respondents were easily located: Five were working in the beet fields and the sixth was serving a sentence in the Lethbridge Provincial Gaol. Interviews in the south of the province were completed in one day. Locating those respondents who were on the reserve was made easy by the native interviewer who seemed to be acquainted with almost everyone.

#### The Sample

A list of residents of the Saddle Lake Reserve is available at the Edmonton office of the Indian Affairs Branch, Canada Department of Indian Affairs and Northern Development. The branch views the Saddle Lake Reserve and Goodfish Lake Reserve as a single unit so that the list of members of the Saddle Lake Band includes residents of both reserves. In spite of the legal description of the Saddle Lake Band, the two reserves have evolved into two distinct and autonomous communities; each with its own chief and councillors. The names were drawn at random from the list. Names of Goodfish Lake residents, when they appeared, were set aside and the selection continued until the required sample of Saddle Lake residents was drawn.

A sample of 50 men between the ages of 21 and 66 years (in 1966) was considered adequate. Because the intent was to measure any differences that may have been the result of the agricultural project, two groups were chosen: The experimental group consisted of those who had worked on the project and

the control group of those who had not. Some 225 men on the reserve were eligible to be selected for the sample; 113 of these had worked on the project in some capacity and the remaining 112 had not. The experimental and the control groups were very nearly equal in size so that it could be said that the sample groups were representative and randomly drawn.

In actual fact, some modification in the strict randomness and representativeness was necessitated by the particular sort of information we wished to obtain. Non-workers were drawn from the list of band members, using a table of random numbers. When the name was drawn, the persons place of residence, sex, age and employment were compared against the requirements of the group. If the person was male, 21 to 66 years of age, a resident of Saddle Lake and had not been employed, his name was included in the sample. If any of the research requirements were not met, the name was dropped and another was chosen until the sample was complete. There were some exceptions. Workers were chosen in much the same way, from a list prepared by the project's managers. The exceptions were as follows: The project managers were included with the workers group. Members of the board, who provided their services without charge were included in the non-workers group. These exceptions were deemed necessary so that the individuals who were most closely associated with the project could be interviewed.

Once the sample was chosen, the relevant literature was reviewed and a study outline was designed, the interviewing began and continued for three weeks in July. At the end of this period, three persons of the non-workers group could not be located and had to be replaced, again by random choice as previously described.



### Analysis of Responses

Responses were subjected to two kinds of analyses: Observed differences in responses of the workers and non-workers were tested statistically in order to determine whether the differences could have occurred by chance or were influenced by the agricultural project. Either the chi square or t-test was used for this purpose. The formulas are:

(1) The chi square test -

$$\chi^2 = \sum \frac{(O-E)^2}{E}$$

Where O is the observed frequency and E the statistically expected frequency and

(2) the t-test

$$t = \frac{\bar{X}_1 - \bar{X}_2}{\frac{\sqrt{(N_1-1)S_1^2 + (N_2-1)S_2^2}}{N_1 + N_2 - 2} \sqrt{\frac{1}{N_1} + \frac{1}{N_2}}}$$

Where x is the observed value, N is the sample size and t is the theoretical value

All tests were carried to the 5% level of significance unless otherwise stated. At the 5% level, differences are considered so minute as not to be worthy of consideration.

Where the first sort of analysis had comparison as its goal, the second was intended to be descriptive in nature. Information gathered by the questionnaire was combined with that from all other sources to describe the physical and human components of the reserve as fully as possible and to set benchmarks for future evaluations.

### Reliability of Answers

Check questions to test reliability of answers were omitted in favour of in-depth interviewing which would accomplish much the same thing. In this case, the in-depth interview approach seemed most appropriate, especially when some questions were not fully understood and some had to be an-

swered indirectly.

Many researchers have noted a reluctance on the part of almost any respondent to answer questions dealing with income. In this sample, the interviewers did encounter some problems with income questions, much of which resulted simply because the respondents did not know what their annual income was. This problem was solved by a method described later but what seems important is that 42 of 50 respondents answered the question. Free and open discussion of the income question was considered to be a good indication of reliability.

#### HISTORICAL REVIEW

Originally, the Woods Crees has a hunting/gathering sort of economy. The arrival of the white man and the fur trade, if anything, served to intensify the hunting aspect. However, the white man imported more than just the fur trade: He brought guns, new methods of war, permanent settlements and agriculture. He also brought uncertainty and disruption. The fur trade itself could not be depended upon for a livelihood. Intense competition for fur territory often resulted in tribal warfare and both demand and supply fluctuated from year to year.

Before the 'white era', the Woods Crees has occupied the forest and brushland areas of west-central Manitoba and east-central Saskatchewan. A combination of factors caused their westerly migration: Settlements in southern Manitoba resulted in widespread fear among the Indians that food would become scarce; disruptions and widespread upheavals resulted among Indians as a consequence of the intense competition among white traders for fur markets; introduction of fire arms changed the Indian's pattern of life. Before the white man and the gun, tribal warfare consisted mainly of raids by small



parties in which some prized possession was stolen or some enemy was killed; acts which functioned to demonstrate valour in battle and not much more. With guns and white warfare methods, large scale killing, looting and capture of territory occurred. Some of the Cree Indians adopted the newly acquired economic system of hunting buffalo on horseback and processing the meat and skins which provided almost all of the necessities of life of the plains Indians. The culture of the bands that settled in the Saddle Lake area underwent some change as a result of the introduction of guns and new warfare methods but basically they maintained their hunting, fishing, trapping and gathering ways of life. Unlike the plains bands who prospered (till the buffalo were indiscriminately slaughtered by white men), the more northerly bands lived through periods of plenty and famine.

The transition from a hunting/gathering economy to an agricultural one was a matter of necessary adaptation. It was facilitated by the arrival of missionaries, the establishment of relatively permanent trading posts and missions (which attracted food-producing settlers) and a government policy to limit the effects of the nomadic tendencies of Indians by placing them on reserves. Slaughter of the buffalo in the south and agricultural settlements elsewhere resulted in an acute depletion of the Indians' food supplies, so much so that the government was forced to supply food to the bands. It became obvious to both government and Indian leaders that alternate food supplies had to be found. The government provided stock and/or implements along with information on husbandry to bands on request.

Treaty Number 6 affecting the Plains and Woods Crees and the Assiniboines resulted in the surrender by the Indians of 120,000 square miles of

territory in central Saskatchewan and Alberta.<sup>1)</sup> Treaties were signed in 1876 at Forts Pitt, Carlton and Battle River, Saskatchewan. Chief James Seenum signed for the Saddle Lake Band. What seems rather unique about the history of the Saddle Lake Band is that relatively permanent settling and ventures into agriculture occurred even before the signing of the treaties with their strong inducements toward permanent settlements and self-reliance for the necessities of life.

What could be described as the missionary era was, at least in part, responsible for the early agricultural endeavours. In the mid-1850's, Henry Bird Steinhauer, an Objibway convert and an ordained minister arrived in the area. He had been adopted and educated by a German couple who had lost their natural son. For their kindness, he in turn, adopted their surname. (His great grandson, R. G. Steinhauer is presently the band chief.) Rev. Steinhauer worked among the Cree people near Lac La Biche, but found that the rowdy, booming, wide-open atmosphere of the frontier settlement had a detrimental effect on them. He gathered a small following and moved to an area near Goodfish Lake. With some assistance from the government in the form of implements and instruction on husbandry, a rudimentary form of agriculture was practiced in the area supplemented by the traditional hunting, fishing, gathering and trapping. For a time, the native people of Saddle Lake became relatively good food producers. Several farmers still operate viable farm units in the area.

For a time, agriculture, as an economic activity, thrived, then remained static and more recently, has declined. The land resource has remained relatively constant but the depression of the thirties coupled with a long series of exceptionally poor crops, has affected agriculture in the

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<sup>1)</sup> Indian Affairs Branch; Indians of the Prairie Provinces, Department of Indian Affairs and Northern Development, Ottawa, 1967. p. 10 f.f.



area in a most adverse way. More important than the depression and poor crops of the thirties, is the inability of the Saddle Lake farmers to keep up with the rapid advances in farm technology and farm management. White farmers could obtain loans for mechanization and for the clearing of additional land allowing them to increase output and efficiency while the Indians of Saddle Lake had to make do with horse-drawn equipment and the consequent limitation on the amount of output. The agricultural advisor of the reserve was withdrawn in 1944 and was never replaced.

CHAPTER 11

PHYSICAL RESOURCES OF THE  
SADDLE LAKE RESERVE

DESCRIPTION OF THE RESERVE

Location Saddle Lake Reserve consists of parts of Township 57, Ranges 11, 12 and 13; Township 58, Ranges 11 and 12; and Township 59, Range 12, West of the 4th Meridian. The nearest large centre is the town of St. Paul which is approximately 13 miles due east. Highway 36 runs north and south across the southeast portion of the reserve. The North Saskatchewan River forms a small portion of the south-western boundry.

Area Considering the most distant boundaries, the reserve extends for 15 miles north and south, and 13 miles east and west. The approximate area is given as 109 square miles or 69,760 acres.<sup>1)</sup>

Topography The reserve's topography is gently undulating to hilly. Brush and tree cover and the degree of rockiness show a great deal of variety. The lake that has given its name to the community, is located on the north-east corner of the reserve and covers some 2 square miles. Scenery in the vicinity of the lake is nothing short of magnificent. Native species of the fish are pickeral, perch and pike. In addition, some years ago, the lake was stocked with an excellent variety of whitefish which have thrived. Recreational and tourism potential for this part of the reserve is considerable. Boating, watersports, camping and fishing facilities are especially suitable for development in the area.

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<sup>1)</sup> These values were derived from surface maps, compiled by the Surveys Branch, Alberta Department of Highways. Other values vary with the sources: Regional Office, Indian Affairs Branch - 54,797 acres; Mr. R. G. Steinhauer - 66,000 acres; project submitted to ARDA - 77,000 acres.



The Community Settlement in the area has been described as chaotic. The homes are widely scattered, radiating out from a central nucleus which consists of band hall, church, nursing station, school, skating rink, industrial shop (manufacturing pre-fabricated homes), rodeo and sports grounds, an old agency building and a few homes. Since the agency staff have been removed to their headquarters in St. Paul, the old agency building has been left vacant. It is in the process of being renovated into the reserve's welfare office. This nucleus is the social, industrial, administrative and religious center of the reserve.

Approximately 90% of the population or 204 families, occupy 155 homes within a 5-mile radius of the center. With an average density of some 2 homes per square mile, instalation of services may become a serious problem. Actually, the above density is somewhat misleading, the homes are more concentrated near the settlement's center than near the 5-mile periphery.

Many of the community's houses are in poor condition and are overcrowded. Sixty two of the 155 houses are of log and mud plaster construction. These are occupied by an average of 5.4 persons in an average of 1.5 rooms per unit. The remaining ninety three houses are of frame construction with painted or stuccoed exteriors.

Of the 93 frame houses, 62 are "welfare houses", built to Indian Affairs Branch specifications. Ten more of these are being built this year. Frame houses have an average of 8.5 occupants.

Overcrowding is a serious problem on the reserve: It merits further discussion. An acceptable standard in housing with respect to occupants and area is considered to be a ratio of one person per room. (Closets and bathrooms are not classified as rooms.) The crowding index for the log houses is roughly 4 or the ratio of people to rooms is 4.1. The following point cannot be overstressed because of the implications for health, welfare and education: The above ratio is an average. Some houses will, obviously, be less crowded but for some, especially the multiple family households, the problem will be most acute.

If the overcrowding were to be attributed to any one cause, it would be an economic one. There is simply not enough housing space for the people in the community. This is not to say that the problem is not a complex one. Historically, the natives have had a philosophy where most things were held in common. Extended families and families of friends are often housed in the same facilities. Of the 204 families, 31 complete families (i.e. mother, father and children) are sharing accommodations with relatives, mainly parents, and friends. Another 20 single parent families (mothers and children) and their 38 children are sharing living accommodations with relatives and friends. Grandparents sometimes adopt children of broken homes, though these would not likely appear in our sample. (Eligible ages are between 21 and 66 inclusive.)

Access: Alberta Highway 36 touches the extreme southern portion of the reserve, then cuts across four miles of the southeast corner. On the



reserve, there are some 70 miles of fairly adequate roads, most of which radiate out from the old agency. A few wagon trails still remain, a reminder of earlier days.

#### PHYSICAL RESOURCES

Forestry Of the total area of the reserve, 15,000 acres can be classified as "wooded". The 2 sawmills on the reserve, which produce a total of 50 M fbm annually, are owned by the band and by the federal government.

Secondary Industry There is only one manufacturing plant on the reserve: a shop, erected in the summer of 1968, produces pre-fabricated houses and house components. It employs as many as 20 men; though the capacity is slightly higher and could be increased with the demand for the product.

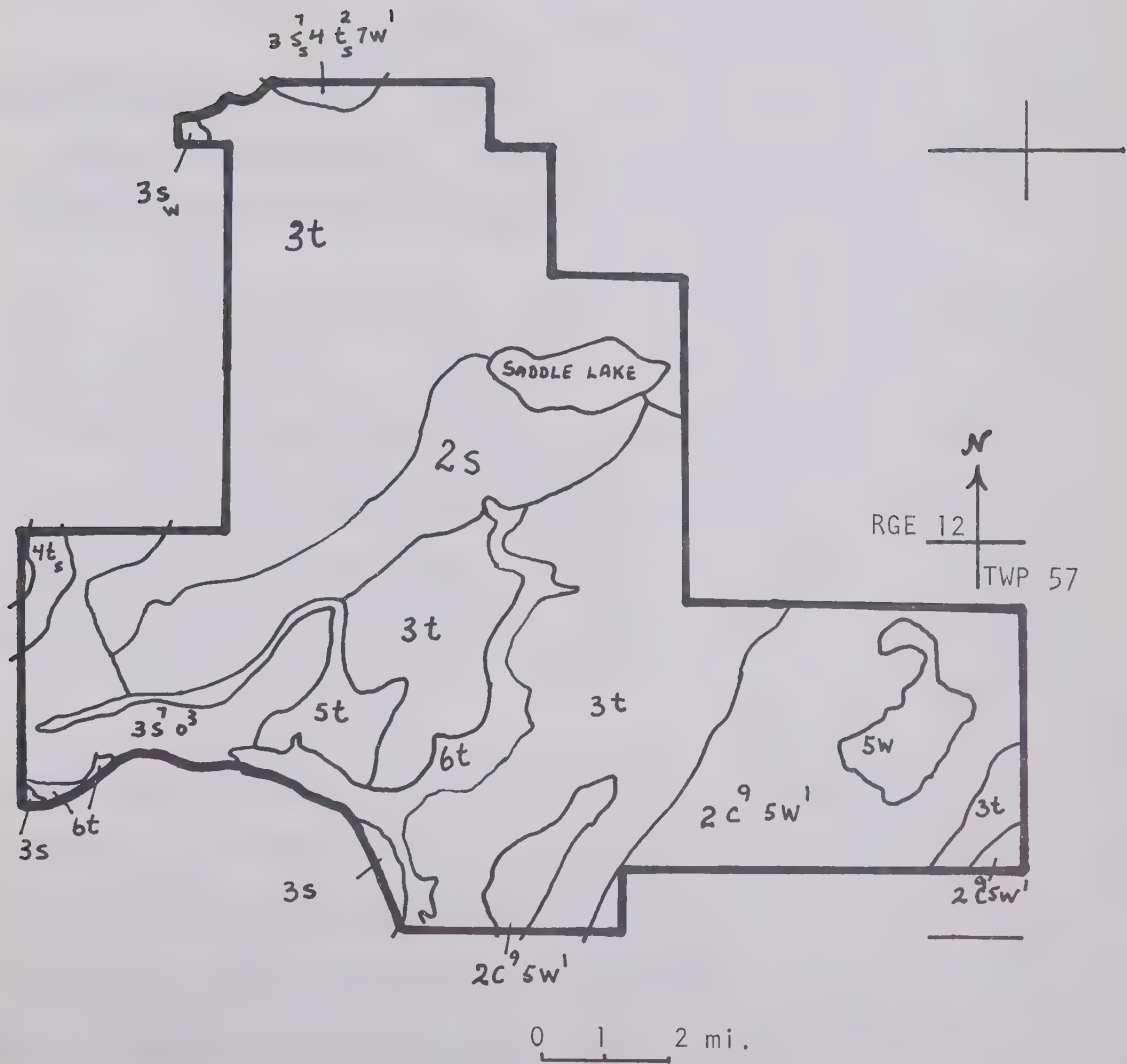
A sports 'complex' consisting of a rodeo grounds and sports field was erected as a centennial project. During the 1968 season, it earned some 1,700 in tourist dollars.

Agricultural Resources The land of Saddle Lake could be classified as follows: Of the total of 66,000 acres, 14,925 are wooded, 17,825 are in wild grass, 1,480 are in tame pasture, 10,700 are cultivated and the remaining 21,070 are water and wasteland. The map, Figure 1, outlines soil capability areas and their ratings. For the most part, the soil profile ranges from grey-wooded to black.

# SADDLE LAKE

Figure 1

INDIAN RESERVE NO. 125  
(Soil Classification)<sup>1)</sup>



<sup>1)</sup> Rural Development Research Branch, The B-12 Plan, An Outline For Rural Development in Alberta's Census Division 12, Economics Division, Alberta Department of Agriculture, Edmonton, 1968. p. 311.

There is no climatological station at the reserve. However, fairly reliable records are maintained at nearby stations and there are no topographical features on the reserve that could modify the climate significantly, or produce substantial variations between the reserve and neighbouring climatological reporting stations. Vilna is the nearest station, 6 miles to the northwest. One disadvantage of considering Vilna as representing the area's climate is the short, 6-year duration of records at that station. The problem of inadequate data can be overcome and a good approximation of temperature and precipitation values can be obtained if stations within a 50-mile radius are considered. In this case, Lac La Biche (50 miles north with a 24-year record), Elk Point (24 miles east with a 30-year record), and Vegreville (30 miles southwest with a 10-year record) were considered in addition to Vilna. Climatic characteristics of both Elk Point and Vilna appear to be quite similar (See Table 2.) in spite of the short duration of records at the latter. Lac La Biche, however, appears to have its climate modified by a large body of water. In any event, it should be safe to assume that the temperature and precipitation values on the reserve should be much the same as those at Vilna or Elk Point. In Table 2, the values for stations in the Saddle Lake area are compared to those at Hanna, in southeastern Alberta, an area reputed for its grain production. Temperatures at Hanna are generally higher; precipitation values are lower but the characteristics of the yearly distribution is quite similar. To sum up: The area receives approximately 16.5 inches of precipitation annually (approximately 11 inches during the growing season of May through September); the mean annual temperature is 32.5°F (54.5°F mean during the growing season) and approximately 64



TABLE 1 MONTHLY AVERAGES OF TEMPERATURES (°F)  
AND PRECIPITATION IN INCHES<sup>1)</sup>

Month	Vilna		Elk Point		Vegreville		Lac La Biche		Hanna	
	Temp.	Ppt.	Temp.	Ppt.	Temp.	Ppt.	Temp.	Ppt.	Temp.	Ppt.
January	-2.0	1.31	-9	.69	-	-	1.4	1.03	7.0	.64
February	7.5	1.12	4.3	.55	-	-	6.7	.74	10.1	.75
March	13.5	.79	16.2	.70	-	-	18.1	.87	20.6	.81
April	34.3	.88	35.8	.86	39.2	.68	36.2	1.02	39.0	.86
May	48.4	1.76	49.2	1.36	51.4	1.49	50.1	1.36	51.6	1.28
June	55.8	2.61	55.3	2.91	56.7	2.57	57.4	2.64	57.6	2.49
July	60.7	2.98	61.5	2.77	63.2	2.88	62.3	2.83	64.9	2.27
August	59.3	2.75	57.7	2.42	59.5	2.31	59.5	2.74	61.2	2.15
September	49.8	.85	48.4	1.59	51.9	1.45	50.0	1.80	51.7	1.14
October	40.6	.76	37.6	.84	40.9	.52	39.4	.78	40.8	.91
November	18.2	.94	19.2	.82	-	-	21.2	.97	24.6	.91
December	5.2	.77	5.8	.81	-	-	8.5	1.05	13.0	.53
Year	32.6	16.52	32.5	16.32			34.2	17.83	36.8	14.39

<sup>1)</sup> Data supplied by D. Van Volkenberg, Meteorological Branch  
Canada Department of Transport, Edmonton, 1968.

TABLE 2 AVERAGE ANNUAL, SHORTEST & LONGEST FROST-FREE PERIODS <sup>1)</sup>

	<u>Hanna</u>	<u>Elk Point</u>	<u>Lac La Biche</u>	<u>Vegreville</u>
Elevation Above Sea Level	2,677	1,920	1,835	2,082
No. of Years Recorded	25	32	7	8
Ave. Frost-Free Days	103	64	106	81
Last Frost in Spring: Average	May 25	June 15	May 26	June 8
Earliest Recorded	Apr. 27	May 20	May 8	May 24
Latest Recorded	June 24	July 13	June 23	June 28
First Frost in Fall: Average	Sept. 5	Aug. 18	Sept. 9	Aug. 28
Earliest Recorded	Aug. 6	July 22	Aug. 26	July 24
Latest Recorded	Oct. 5	Sept. 17	Sept. 19	Sept. 25
Longest Frost-Free Period:				
Last Spring Frost	Apr. 27	June 6	May 8	May 28
First Fall Frost	Sept. 23	Sept. 17	Sept. 10	Sept. 9
No. of Days	149	103	125	104
Shortest Frost-Free Period:				
Last Spring Frost	June 24	June 30	June 23	June 2
First Fall Frost	Aug. 31	July 23	Sept. 6	July 24
No. of Days	68	68	75	52

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<sup>1)</sup> Data provided by D. Van Volkenberg, Meteorological Branch  
Canada Department of Transport, Edmonton, 1968.

frost-free days. (Mean value at Elk Point<sup>1)</sup>).

The 64-day frost-free period, is a rather uncertain figure. It is an average for the years prior to 1951. For the period 1950 to 1964, (and beyond) there has been an upward trend in temperatures and lengths of frost-free periods. The length of the frost-free season increased from the pre-1951 period when it was 64 days to 95 days during the period, 1950-1964. A trend toward longer frost-free periods is quite general, with some variations, all over the province. Whether this warming trend is cyclic or long-term and stable is a problem climatologists have not been able to resolve. One thing is certain, the average length of the frost-free period is longer than 64 days and shorter than 95.<sup>2)</sup>

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1) For more details on frost-free periods and comparisons, see Table 3.

2) For a fuller discussion of this topic, see Longley, Richmond, W.; The Frost-Free Period in Alberta, Department of Geography, University of Alberta, Edmonton, 1965.



## HUMAN RESOURCES OF THE SADDLE LAKE RESERVE

### CHAPTER III

The population of Saddle Lake is characterized by a high birth rate with a corresponding large under-20 age group; a high death rate with a corresponding low proportion of retired people; low educational levels; and a sex ratio of 105 males to 100 females. The few employment opportunities on or near the reserve result in low family incomes and high welfare payments. A combination of low family incomes and large family sizes contributes to the generally low standard of housing and low levels of living and these, in turn, must certainly have some bearing on the health of the residents. Out-migration is affecting people in the productive age groups. Population density of 16.5 persons per square mile is well above the Alberta average of 5.9.

#### AGE - SEX COMPOSITION

The figures and tables on the following pages can be used to compare the age and sex distribution of the Saddle Lake population to a standard distribution. For this discussion, the distribution of the Canadian population by age groups and sex shall be taken as the standard.

For the sake of comparison, the dependent ages shall include all the groups from 0 to 20 and all the groups older than 64 years of age. These shall be called the "pre-school and school age group" and "retired age group" respectively. On the reserve, 62.9% of the population is in the pre-school and school age group; 3.9% are in the retired age group. The total percentage of dependent people is 66.8%. To put it another way, of the 1,879 persons on the reserve 1,257 depend on 622 potentially employable persons (33.2%) for their food, clothing and

Table 3 POPULATION OF SADDLE LAKE RESERVE BY SEX & AGE  
(1966)

Age Groups	Male			Female			Total		
	On	Off	% On	On	Off	% On	On	Off	% On
0-4	180	33	18.7	201	21	22.0	381	54	20.3
5-9	157	25	16.3	171	18	18.7	328	43	17.5
10-14	131	17	13.6	127	13	13.9	258	30	13.7
15-19	108	13	11.2	107	13	11.7	215	26	11.4
20-24	84	10	8.7	53	14	5.8	137	24	7.3
25-29	57	11	5.9	48	21	5.2	105	32	5.6
30-34	50	13	5.2	29	15	3.2	79	28	4.2
35-39	38	7	4.0	37	12	4.0	75	19	4.0
40-44	25	10	2.6	29	6	3.2	54	16	2.9
45-49	29	2	3.0	24	2	2.6	53	4	2.8
50-54	25	1	2.6	22	3	2.4	47	5	2.5
55-59	24	2	2.5	11	3	1.2	35	1	1.9
60-64	14	1	1.5	23	0	2.5	37	1	2.0
65-69	9	1	0.9	10	0	1.1	19	2	1.0
70-74	13	2	1.3	5	0	0.6	18	1	1.0
75-79	6	0	0.6	8	1	0.9	14	0	0.7
80-84	9	0	0.9	3	0	0.3	12	0	0.6
85-89	4	0	0.4	2	0	0.2	6	0	0.3
90-94	1	0	0.1	1	0	0.1	2	0	0.1
95+	0	0	0.0	0	0	0.0	0	0	0.0
Unstated				4		0.4	4		0.2
Totals	964	148	100.0	915	142	100.0	1,879	290	100.0

1) From data provided by I.A.B.

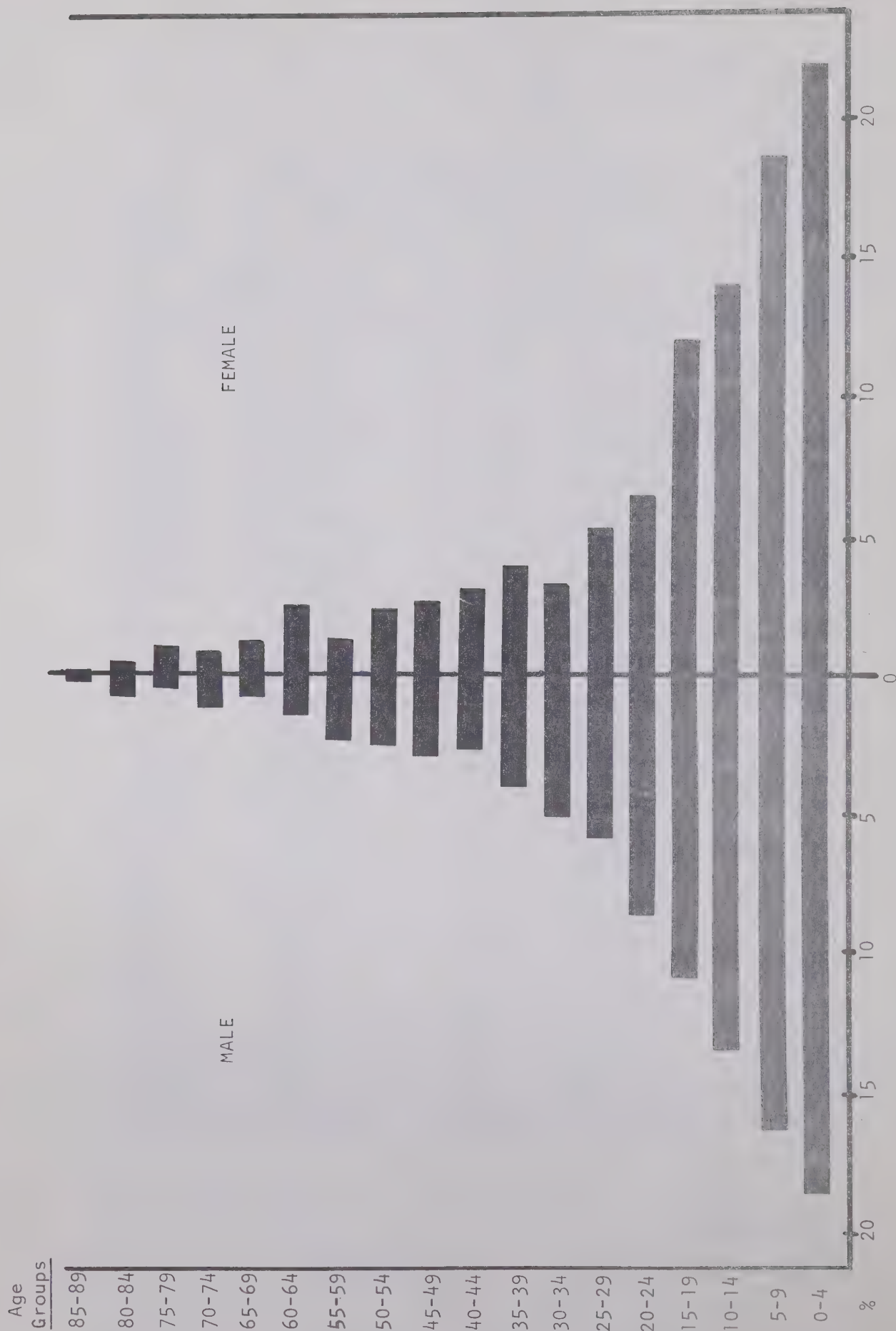
TABLE 4  
POPULATION OF CANADA BY SEX & AGE  
1966 <sup>1)</sup>

Age Groups	Male		Female	
	#	%	#	%
0-4	1,128,771	11.23	1,068,616	10.73
4-9	1,172,821	11.66	1,128,036	11.33
10-14	1,071,255	10.65	1,022,258	10.26
15-19	928,958	9.24	908,767	9.12
20-24	727,115	7.23	734,183	7.37
25-29	619,462	6.16	622,332	6.25
30-34	630,498	6.27	611,199	6.14
35-39	649,769	6.46	636,725	6.39
40-44	624,709	6.21	632,319	6.36
45-49	542,752	5.40	547,163	5.49
50-54	498,283	4.96	489,981	4.92
55-59	413,389	4.11	402,911	4.05
60-64	330,006	3.28	333,404	3.35
65-69	254,938	2.54	276,771	2.78
70-74	198,808	1.98	228,399	2.28
75-79	138,967	1.38	161,398	1.62
80-84	80,664	.80	96,655	.96
85-89	33,073	.33	43,717	.44
90-94	8,554	.09	13,201	.13
95+	1,552	.02	2,851	.03
TOTALS	10,054,344	100.00	9,960,536	100.00

<sup>1)</sup> D.B.S.



FIGURE 2 AGE - SEX DISTRIBUTION - SADDLE LAKE RESERVE - 1966 1)

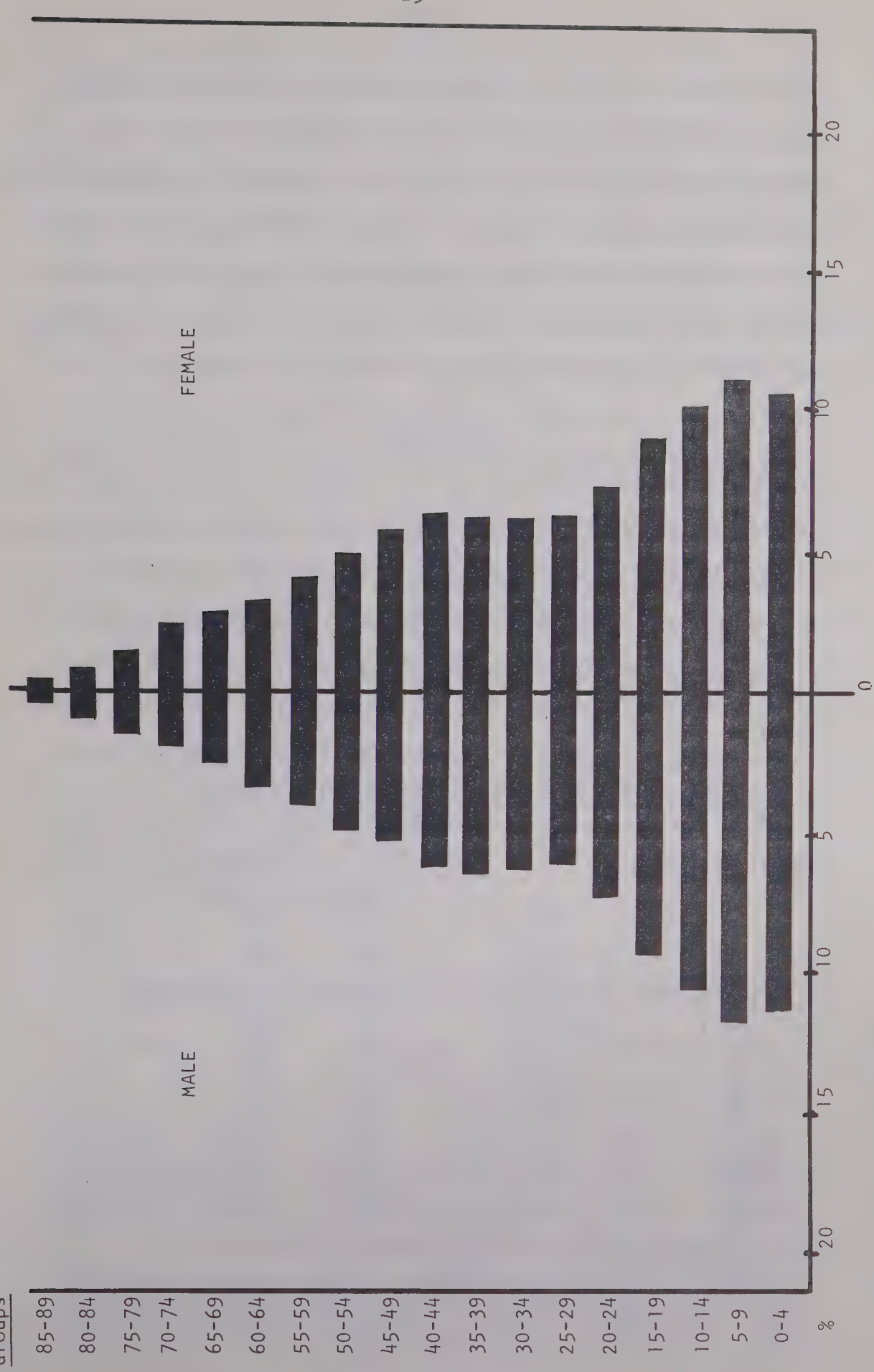


1) Abstracted from records of Indian Affairs Branch, Canada Department of Indian Affairs & Northern Development.

FIGURE 3

AGE - SEX DISTRIBUTION - CANADA 1)

Age  
Groups



1) D.B.S.

housing needs. Further, of the 622 persons in the productive age group, 346 (18.4%) are male. For the Canadian population, the corresponding values are as follows: pre-school and school age group - 42.1%; retired age group - 7.7%; total of non-productive age groups - 49.8%; total in productive age group - 50.2%; males in productive age group - 25.2%. The sex ratio, or the proportion of men to women, is 100:105 at Saddle Lake and 100:101 for the Canadian population.

### EDUCATION

Education statistics are available from a number of sources. For this study, the best source that could be found was a Rural Development Research Branch, Alberta Department of Agriculture publication, The B-12 Plan. The following table compares the educational levels of native people of Census Division 12 with Albertans generally.

Table 5

#### EDUCATIONAL LEVELS OF ADULT\* ALBERTANS AND NATIVES OF C.D. 12 <sup>1)</sup> (1961)

Educational Level	Alberta		Natives of C.D. 12	
	#	%	#	%
0	2,766	0.4	823	31.5
Pre - 1	1,001	0.1	0	0.0
1 - 4	44,866	5.8	655	25.1
5 - 7	253,959	32.7	983	37.6
8 - 9	190,916	24.6	116	4.4
10	87,995	11.3	14	0.5
11	96,307	12.4	13	0.5
12	43,476	5.6	4	0.1
Some Univ.	31,882	4.1	4	0.1
Degree	24,067	3.1	0	0.0
Total	777,238	100.0	2,612	100.0

\*Total not attending school less pre-school children.

<sup>1)</sup> Rural Development Research Branch; The B-12 Plan, An Outline for Rural Development In Alberta's Census Division 12, Economics Division, Alberta Department of Agriculture. Edmonton, 1968. Table 115.



(Saddle Lake is in the south-central portion of C.D. 12)

For two reasons, the above statistics are less useful than we would prefer: Firstly, the information is dated and does not refer to the reserve specifically; secondly, and most important, the connection between a high level of academic achievement and the success of this particular project is somewhat tenuous. Consequently, we would suggest that future evaluations structure their questionnaires so that educational information, especially information dealing with vocational training and acquired skills can be collected from the residents.

Generally, educational levels among native people have been rising in the past few years but are still much below national and provincial averages. The evidence that Saddle Lake children are staying in school longer, as indicated by the following table, reflects a general trend. Increased enrollment in vocational and residential schools is significant, though not spectacular. The decrease in enrollment in provincial schools is partially due to a shift to residential schools and partially a reflection of the policy of the Indian Affairs Branch to send native children to integrated schools.

Table 6

ENROLLMENT OF SADDLE LAKE CHILDREN BY SCHOOL AND YEAR

School	1966 - 67		1967 - 68	
	#	%	#	%
Day Schools (Gr.1&2)	212	29.4	252	34.5
Residential Schools	98	13.6	172	23.6
Provincial Schools	402	55.8	289	39.5
Vocational Schools	9	1.2	16	2.3
University	0	0.0	1	0.1
Totals	721	100.0	730	100.0

## HEALTH

Individual medical records are, of course, not available to anyone, so a minutely detailed description of the state of health of Saddle Lake residents is not possible. More general information on health was obtained from two sources: Morton Newman's Indians of the Saddle Lake Reserve and a set of observations contributed by the reserve's health nurse, Miss C. Fitzgerald.

Poor housing conditions, overcrowding, poor clothing, inadequate diets and contaminated water, all contribute to the poor state of health of Saddle Lake residents. Newman found that over 30% of the families in his sample had one or more members who had been afflicted with tuberculosis at some time in their lives. However, none of the sample members were suffering from this disease in the summer of 1965. Miss Fitzgerald pointed out that the incidence of T.B. was high, relative to the non-Indian population, it had reached a plateau during the past few years. Over half of the families had one or more children die before the age of one; one third of the families had one or more members suffering from a disability of some sort. Adults suffered from cholelithiosis (gallstones), thyroid disease and kidney disease; children from otitis media (middle ear infection) and upper respiratory infections. Incidence of infectious diseases compared favourably with non-native communities.

A survey of drinking water sources on the reserve revealed that 80% of the wells contained some contaminants. More than 23% of the families had no wells at all and were obliged to use slough or creek water for all their household uses.

## WELFARE

Social welfare payments on the reserve are a major source of

income. In 1965, only 5.9% of a sample of 102 families at Saddle Lake received no social assistance and 32.9% received \$500 or less. The seasonal trends in welfare payments reflect the seasonal nature of employment available to the residents: 17.6% of the sample received payments for less than three months, 52.9% received social assistance for three to nine months and 23.5% received assistance for nine months or more. <sup>1)</sup>

Table 7

SOCIAL ASSISTANCE PAYMENTS ON SADDLE LAKE RESERVE - 1967 - 68 <sup>2)</sup>

Month	Total (\$) Assistance*	Family Units Receiving Assistance	No. of Individuals Assisted **	Per Capita Costs ***
Jul.	11,268	112	1,040	6.00
Aug.	12,204	147	875	6.50
Sep.	17,232*	144	905	9.17
Oct.	11,861	134	831	6.31
Nov.	13,185	148	898	7.02
Dec.	17,396	186	1,102	9.26
Jan.	16,594	177	1,045	8.83
Feb.	16,408	165	982	8.73
Mar.	15,439	154	917	8.22
Apr.	21,682*	172	921	11.54
May	13,405	149	882	7.13
Jun.	7,878	89	532	4.19
Totals				
/Ave.	174,552	148	911	7.74

\* Includes grants for clothing for school children given out in September and April.

\*\* Includes heads of families and dependents and single recipients.

\*\*\* Based on reserve population of 1,879.

1) Newman, op. cit. p. 52.

2) Statistics provided by Mrs. E. Steinhauer, Saddle Lake Reserve Welfare Officer.



Two points about the above table are especially worthy of note: There are sudden, substantial rises in welfare payments during the two months when clothing grants are awarded. Were it not for these two high points, assistance payments would peak at the month of maximum unemployment, i.e. December. Secondly, the low point in assistance payments is in June when many of the families leave the reserve to find work in the sugar beet fields of the Taber area of southern Alberta. It would seem that the effects of seasonal trends in employment are felt quite severely by the residents.

## SOCIAL PARTICIPATION AND COMMUNICATION

### Social Participation

As expected, the residents of Saddle Lake tend to view formal organizations with apathy, a characteristic of the lowest socio-economic class. Although there is ample evidence that the Indians of Saddle Lake are aware of their socio-economic plight, their awareness of their ethnicity is equally impressive. The reserve contributes some 100 men to the membership of the Indian Association of Alberta. In our sample, 92% of the respondents were regular listeners of the Voice of the Native People of Alberta broadcast. No other organization, on or off the reserve, has been able to attract a substantial amount of support.

There are three churches on the reserve: Roman Catholic, United and Gospel Mission. The Catholic Church attracts the highest membership. About half of the residents are Catholic and half of these attend church regularly. Although services were held at the other two churches at the time that the interviews were conducted, no attendance records were available.

The priest, Father Gagnon, lives on the reserve but the other two denominations do not have resident ministers. Absence of resident ministers is especially unfortunate in this case. Cooperation between clergy would almost certainly help bring the two, sometime antagonistic religious groups, closer together. (Catholics and Protestants)

The majority of the reserve population is descended from one of two families: The Steinhauers and the Cardinals. Evidently, the two groups view each other as competitors and the competition is amplified by the fact that one clan is entirely Catholic and the other, entirely Protestant. Newman found that the antagonism of the two groups is perpetuated by the pattern of settlement of the two groups: The Catholics inhabit the southern portion of the reserve and the Protestants the north portion with the dividing line running east and west through old agency location. <sup>1)</sup> The pattern of settlement combined with poor transportation facilities largely restricts interaction between anyone except close neighbours and close neighbours are usually of the same clan and religious denomination. Often, suggestions, proposals or organizations that are associated with one group are viewed with suspicion by the other.

Many of the organizations that existed on the reserve enjoyed a brief period of support, then dissolved; many are in the state of dissolution. Among those that have survived are: a homemakers' club with a membership of 26, about one third attend regularly; a ten member sewing and handicraft group has 100% attendance; United Church - sponsored adult education seminars are conducted by student ministers in the summer and are well attended; organized baseball is another summer activity; Treaty Time Celebration, a week-long social and athletic event is held each summer.

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<sup>1)</sup> Newman, op. cit. p. 30 ff

Indians from other reserves and some whites take part in the festivities. Father Gagnon has started an Alcoholics Anonymous-style organization with few but highly enthusiastic members. Two or three band members are members of the St. Paul Chamber of Commerce.

It is sad to note that organizations for young people and children and educational organizations are the ones that, for one reason or another, decline and disappear. A 4-H Club, the Boy Scouts and Cadets' organizations had existed but are only remembered by a few respondents now. Brownies and Cubs are still in existence. There are 38 Brownies and 20 Cubs. With the nature of settlement (i.e. widely scattered) and a lack of transportation facilities, the 75 - 80% attendance is rather remarkable. An adult education seminar sponsored by the Indian Affairs Branch featured a wide range of speakers from various professions. Discussions on problems in the non-reserve world were meant to stimulate discussion of reserve problems. This programme was combined with an academic content which seemed to be designed for upgrading adult education generally, as opposed to the sort of education designed for children with specific and chronological grade levels to be attained. Newman found wide support for the programme but after one season (1965-66), the educational budget was cut, so that all that remains of it is the academic content. Theology students conduct adult education seminars but these are summer activities the success of which is hampered, firstly by the short duration and secondly by the fact that the programme coincides with the time of maximum off-reserve employment opportunity. <sup>1)</sup>

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<sup>1)</sup> Much of the information was found in various parts of Morton Newmans' publication. This information has been supplemented by our own observations and the sum total was arranged in a format suitable to an evaluation.



It is interesting to note that the present agricultural project can trace its origin to a group that was organized to examine the reserve's problems and to seek alternative solutions. The Community Development Committee began its meetings in the Catholic Church basement, had four members, who were all Catholics. Father Gagnon attended meetings, all of which contributed to the Protestant mistrust in the initial stages. This mistrust could have been largely reduced or even eliminated if the Protestants on the reserve had clerical leadership of a permanent variety.

#### Communication

The purpose of this section is merely to find the most effective means of informing the residents of developments in their community.

Because radios are relatively inexpensive, almost every family on the reserve has one. Newman observed reserve members' choice of radio programmes and found that they tended to listen, almost exclusively, to two radio stations; one featured 'rock' music and light comment and the other broadcast 'country and western' music.<sup>1)</sup>

In our sample, we found radios were available to 96% of the homes while television sets were owned by just fewer than half of the sample members (46%). Television sets are a new phenomenon on the reserve, only recently electrified. Consequently, viewing patterns do not form any clearly-defined trends. It would be interesting to note in future evaluations if trends do become evident and if they do move toward the current affairs and instructive, rather than the entertaining sort of programmes. It is, in any event, obvious that radio can reach more people than any other medium. Of the media that could be considered as

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<sup>1)</sup> Newman, op. cit., p.66.

potentially informative (i.e. T.V., radio, magazines and newspapers), radio reaches 96% of the sample; T.V., 46%; and newspapers and magazines only 44%. These statistics are not meant to be finite or conclusive but they do rank the media in order of importance. Furthermore, 92% of the sample listen to Voice of the Native People of Alberta. Clearly, the residents' most popular programme, in their most popular media, sponsored by the most popular organization, would reach the largest proportion of people. Some of the effects of mass media are tabulated below:

Table 8

MASS MEDIA: LISTENING, VIEWING AND READING PATTERNS  
OF SADDLE LAKE RESIDENTS

<u>Questions</u>	<u>Possible Answers</u>	<u>Total</u>	<u>Workers</u>	<u>Non-workers</u>
48. How many hours a day do you watch T.V.?	(1) 1 hour or less (2) More than 1 hr. (3) No. T.V.	16 7 27	9 3 13	7 4 14
49. Which is your favorite program (type)	(1) Musical (2) Detective or Western (3) Sports (4) Politics, News (Current Affairs) (5) Don't know	6 5 4 4 4	4 1 3 1 3	2 4 1 3 1
50. Do you listen to the <u>Voice of the Native People of Alberta</u> ?	(1) Yes (2) No	46 4	22 3	24 1
51. If 'no', why not?	(1) No time (2) No radio	2 2	1 2	1 0
52. What kind of books (reading material) do you enjoy reading?	(1) Magazines, Newspapers (2) Comics, Pocket Books (3) Adventure, Wildlife (4) Anything, don't know (5) Don't or can't read	21 7 2 3 17	10 4 2 0 9	11 3 0 3 8

The statistics that favour radio as an efficient means of communication are impressive indeed but we cannot conclude this section without stressing the fact that there is a difference between quantity and quality of communication: or to put it another way between the efficiency and effectiveness of communication. The word "communication" implies a dialogue or a process where one individual is attempting to transmit information to another. The most effective way we know of assuring that the information passes from the 'transmitter' to the 'receiver' without being lost, modified or misinterpreted is to have the 'receiver' feed back his interpretations and his evaluations of the particular piece of communication to the 'transmitter'. Through seminars, short-courses and community meetings, this face-to-face effectiveness may be achieved.

We have noted that even at this point in time, there has been a break-down in communication. A sit-down strike has occurred in June of 1968 which could be attributed, at least in part, to inadequate communication between management and labour. (For details, see the chapter describing the project.) The implication that this situation could have been avoided had there been more meetings is not intended here. The point that we wish to stress is simply that effective, meaningful communication is a desirable end from both the social and economic point of view. Workers who share the decision-making process are involved workers and involved workers are more efficient than apathetic ones. In short, it is not a question of whether the association should communicate with the reserve members via the mass media or find another method but rather that the association should supplement face-to-face communication with the resources of the mass media.



## ATTITUDES

Implicitly or explicitly, attitudes are explored in this report in almost all of the sections. In this particular section, we wished to learn the attitudes of the sample members toward work: importance of work, perseverance in the task, deferred or postponed rewards (from work i.e. saving money). A person who tends to stress hard work, saving money and in general, move toward the goal of economic success, is said to subscribe to the Protestant Ethic. (technical sociological term)

Originally six questions were slated for the questionnaire that dealt with the attitudinal area of the Protestant Ethic. (See "Appendix", "Questionnaire", Question 35 - 40 incl.) These were adapted from a previous study.<sup>1)</sup> Because of the particular cultural attributes of the respondents, two of the questions were so badly misinterpreted that they were finally deleted from the questionnaire. These were Questions 35 and 36. This unfortunate necessity destroyed the rank ordering of the questions and a comparison with another population sample was not possible. However, the four remaining questions were answered and the answers would indicate a fairly high Protestant Ethic score. Responses to Question 37 indicated that 66% of the sample did not think that it was allright to leave work if there was something else that they would rather do. Forty-four per cent of the respondents did not think that most people spend too much time working and not enough time enjoying themselves. (Question 38)) Sixty-eight per cent of the respondents indicated that they would continue to work as hard as they do now even if they were to acquire a great deal of money. (Question 39) The wording of Question 40 was

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<sup>1)</sup> Veevers, Jean; "Appendix C, The Innisfail Area", Community Opportunity Assessment, Human Resources Research and Development, Executive Council, Government of Alberta, Edmonton, 1967 p.50.

found to be rather unfortunate: "40. Do you usually have some money put away in case you need some quickly?" Thirty-six per cent of the respondents answered in the affirmative. Because of the low incomes and social assistance payments, the percentage of affirmative answers was low. We found that the responses were factual rather than attitudinal in nature.

The values given above represent the whole sample. Tests were applied and showed no significant differences between workers and non-workers.

#### ASPIRATIONAL LEVELS

This section is meant to give some measure of an earnest desire for self-improvement or improvement of present conditions for self and family. For our purposes, aspirations are limited to the areas of education and vocations.

Table 9 EDUCATIONAL AND VOCATIONAL ASPIRATIONS OF A SAMPLE OF SADDLE LAKE RESIDENTS

<u>Questions</u>	<u>Possible Answers</u>	<u>Total</u>	<u>Workers</u>	<u>Non-Workers</u>
What work would you like to do?	Farming	22	13	9
	Trade	18	9	9
	Managerial	2	2	0
	Don't know	8	1	7
-----				
What work would you like your sons to do?	Farming	8	5	3
	Office Job	17	8	9
	Trade	6	3	3
	Don't know	14	8	6
-----				
Would you like to return to school?	Yes	43	21	22
	No	7	4	3
-----				

cont...

<u>Questions</u>	<u>Possible Answers</u>	<u>Total</u>	<u>Workers</u>	<u>Non-Workers</u>
What would you like to learn?	Farming	11	8	3
	Upgrading	10	4	6
	Trade	20	7	13
	Don't know	2	2	0
-----				
Where would you like the school to be?	On reserve	13	7	6
	Near here	16	7	9
	City	14	7	7

When asked what sort of work they would like to do, 44% of the sample replied that they would like to be employed in agriculture; 36% wanted to work in a trade such as equipment operator, mechanic, janitor, etc.; 4% wanted to do management or administrative work; and the remaining 16% did not know what type of work they wanted to do.

The following question was applicable to 90% of the sample. When asked about the sort of work they wanted for their sons, about 18% wanted them to work in agriculture; 13% wanted them to work in a trade; 31% did not know what their sons should do; and the modal response was 'office job', with about 38%. (To the respondents, 'office job' or 'soft job' meant almost any sort of white collar work.) It is interesting to note how the occupational aspirations of the respondents are influenced by what they perceive as reality. Of the adult respondents, 80% had occupational aspirations no higher than blue collar (combining farming and trade aspirants) but 38% wanted white collar jobs for their sons. The awareness that a white collar job would require at least a high school education is evident, as is the awareness that there are virtually no white collar jobs on the reserve. The parents had neither the high school education nor the desire to move away from the reserve but a large proportion of them found both goals desirable for their



children.

An overwhelming 86% of the respondents wanted to return to school: 23% wanted to upgrade their education, 26% wanted to learn about farming, 46% wanted to learn a trade and 5% did not know what they wanted to learn. When asked what sort of work they would like to do 16% of the respondents were not certain but only 5% were uncertain about what vocation they would like to train for.

Of those respondents who expressed a desire to return to school, 30% preferred the school to be located on the reserve, 37% near the reserve and the remaining 33% wanted to train in the city or in a location, away from the reserve. Approximately 2/3 of the respondents indicated a reluctance to leave the reserve to attend school.

A comparison of the workers and non-workers groups was made to determine if there was a statistically significant difference. A chi square test was applied and a statistically significant difference was found in the vocational aspirations of the two groups. Only 4% of the workers were uncertain about what they wanted to do whereas 28% of the non-workers were uncertain. At the 0.05 level of significance the critical value was 3.84 but the observed value was 5.36. Although the difference is statistically significant, we could not find any causal factors to which the difference could be attributed.

Before concluding this section, there are two points that should be noted: Forty-four per cent of the total sample expressed a desire to work in agriculture while only 26% wanted to learn about farming. Either some of the members thought that they already had sufficient knowledge of farming or they perceived that lack of alternate training would limit their choice of vocations to farming.

The second point is that if the 44% who want agricultural jobs is representative of the reserve's population, then 826 people will be dependent on agriculture. If the average family size is taken as 7.5 members <sup>1)</sup>, then 101 family units should be supported by agriculture. Once the labour-intensive clearing and breaking operations are completed, it will be impossible to support that many workers. V. T. Janssen calculated the relationship between improved acres and net farm income in Alberta. <sup>2)</sup> An average of 640 acres are required to yield a net income of \$4,000. At this rate, 23 workers will be able to earn \$4,000 annually from the 15,000 acres expected to be cleared initially. If all the available land on the reserve is improved, the 45,000 acres will provide 70 workers with an income of \$4,000. To put it another way, 525 people (workers and their dependents) could be supported at the \$4,000 per annum income level by all the available land on the reserve. Five hundred and twenty-five people represent approximately 28% of the total reserve population.

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1) Newman, op. cit., p. 18

2) Janssen, V.T. et al; Agriculture, Census Division Number 12, Rural Development Research Branch, Economics Division, Alberta Department of Agriculture, Edmonton, 1967. p. 26

## POPULATION CHANGE

Unfortunately, population statistics pertaining to Indians are generally compiled by agency. Some statistics are available for Saddle Lake Reserve but these include Goodfish Lake as well. We do know that the total population of Saddle Lake (including off-reserve population) increased by 135 from 1966 to 1968; from 2,169 to 2,304. The off-reserve population increased from 290 to 396 in the same period; an increase of 106. The net gain for the reserve was 29 persons in two years. Historical population records for Saddle Lake are not available, consequently, no populations projections can be made.

A considerable number of Saddle Lake residents migrate to southern Alberta to work in sugar beet fields there. This, however, is not indicative of the mobility of the labour force, since nearly all of them return to the reserve as soon as work in the fields is completed. Generally, there is a reluctance to move off the reserve. We have some information on members' attitudes to moving to the city.

Table 10. RESERVE MEMBERS' WILLINGNESS TO MOVE TO THE CITY <sup>1)</sup>

Welfare Group*	"No" Unconditionally	"Yes" Conditionally**	"Yes" Unconditionally	Total
None	5	0	0	5
Occasional	12	3	0	15
Temporary	39	5	4	48
Permanent	18	0	2	20
Totals (%)	84.1%	9.1%	6.8%	100%/88

\* None

Occasional - up to three months

Temporary - three to nine months

Permanent - nine to twelve months

\*\* Conditionally, ie. on the condition that work is available

<sup>1)</sup> Newman, op. cit., p. 71 (adapted)

It is significant that those with permanent jobs on the reserve or near it, showed no willingness whatever to move to the city. Those people who are not successful competitors on the labour market, those who depend on social assistance, are also the people who showed a willingness to move. Unfortunately, no data was available on the "Yes" respondents with regard to age and education so that it is impossible to tell whether they were potentially retrainable.



## CHAPTER IV CURRENT ECONOMIC CONDITIONS

### LEVELS OF LIVING

In this portion of the report, 'levels of living' is measured by describing the condition of the home and enumerating its contents; in short, considering the things that contribute to the material, and sometimes social well-being of the household members. (See Appendix for detailed description of conditions and items that make up the "Edwards Housing Scale.") Almost all of the information in this section was drawn from Morton Newman's publication: "Appendix F, Indians of the Saddle Lake Reserve" Community Opportunity Assessment. Albeit, the data in the above report is somewhat dated (1966) and it is very likely that some changes have taken place such as availability of electricity and the addition of several more welfare houses, it is, nonetheless, a good indication of living conditions on the reserve.

In 1966, approximately 1/2 of a sample of Saddle Lake residents lived in log houses with three rooms or less, another 1/3 lived in welfare houses with 3 - 6 rooms; the remainder lived in a variety of self-constructed frame dwellings ranging from 1 - 6 rooms in size. The last category ranged in condition from abandoned garages to well-built homes.

The Edwards' Housing Scale was designed to measure the availability and condition of lighting, heating, water supply, toilet and sanitation facilities. It also rates the soundness of the dwelling's construction and the amount of space available for each occupant (i.e. persons per room). The scale was designed specifically for rural areas of the prairie provinces and rates individual dwellings against the average.

On the Edwards' Scale, 9 points are considered the minimum for decent housing: Saddle Lake residents averaged only six and one half points. The distribution of Edwards' Housing scores for a sample of Saddle Lake residents follows:

Table 11                      EDWARDS' HOUSING SCORES FOR SADDLE  
LAKE RESERVE SAMPLE  
(Distribution - 1966) <sup>1)</sup>

Scores	Households	
	#	%
0	1	1.0
1	8	8.1
2	18	18.2
3	10	10.1
4	15	15.2
5	5	5.0
6 - 9	17	17.2
10 - 11	9	9.1
12 - 18	14	14.1
19 - 30	2	2.0
Totals	99	100.0

Roughly, 55% of the families at Saddle Lake are living in dwellings with three rooms or less; almost 40% are living in log houses of two rooms or less (20% in one-roomed log cabins and 20% in two-roomed log cabins). One cannot appreciate the importance of these statistical values without knowing the average size of the households. The following table shows a distribution of families by the number of members:

<sup>1)</sup> Newman, op. cit. p. 17

Table 12            THE SIZE OF THE SADDLE LAKE RESERVE FAMILIES  
                         IN STUDY SAMPLE - 1966<sup>1)</sup>

<u>People Per Household</u>	<u>#</u>	<u>Households</u>	<u>Total Members</u>
1	2		2
2	6		12
3 - 4	15		53
5 - 6	14		77
7 - 8	29		217
9 - 10	17		162
11 - 12	13		149
13 - 14	2		27
15+	4		62
<u>TOTALS</u>	<u>102</u>		<u>761</u>

Average:  $761 \div 102 = 7.5$

It is evident that crowding is one of the most acute problems in the area of housing. Houses are over-crowded, lack physical comforts (other than space) or are in poor repair. In Newman's sample, approximately 8% of the households consisted of two members or less, yet 42% of the dwellings contained 2 rooms or less. Overcrowding has implications for physical health (e.g. It is difficult to avoid a person who is ill.); for education (e.g. There is a lack of privacy for study.); and for the psychological state of the household members (e.g. There is a lack of privacy.).

Even the most basic of life's necessities, a supply of pure water, is not readily available to the residents of Saddle Lake. Approximately 77% of Newman's sample had access to a well: About 67% of these had wells within 50 yards of their homes, another 28% had wells between 50 yards and one mile away, the remainder had wells located from 1 to 5 miles from their homes. Of the total sample, 23% used creek or slough water.

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<sup>1)</sup> Newman, op. cit., p. 18

The public health nurse found 85% <sup>1)</sup> of all the wells on the reserve to be contaminated. (Sixty five of the 76 wells in the sample were contaminated.) An additional 23 sample members were using creek or slough water. Of a total sample of 99, 88 were using water that was either certainly contaminated or probably contaminated or, to put it another way, 12% could be certain that they were drinking pure water.

Two programmes are designed to improve the Saddle Lake residents' housing conditions: The first consists of building more welfare houses on the reserve. In 1968 alone, 10 welfare houses were budgeted for by the Indian Affairs Branch. The second programme consists of an \$8,500 loan that can be obtained from the Indian Affairs Branch for reserve members who wish to locate their homes off the reserve. If a member wanted to take advantage of this incentive, the money would cover the cost of material for a modest home. It is highly unlikely that it would cover the cost of a lot as well, even in one of the smaller communities, but it would definitely not cover the cost of land and materials in the City of Edmonton. A modest new home in the city, at present day prices, located in a middle class residential district, would cost in excess of \$25,000 (3 BR - 1,100 to 1,200 sq. ft. floor space). At present rates of interest, after an \$8,500 down payment, the interest, principal and taxes payment would be in the range of \$175 - \$185 monthly. Utilities and maintainance would average approximately \$20 more per month. The total for this sort of accomodation would range from \$195 to \$205 monthly. If an N.H.A. maximum of 27% of income is budgeted for shelter, the family head would have to earn a salary of \$725 - \$760, monthly. Alternately, an older home can be purchased for approximately \$20,000.

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<sup>1)</sup> Newman, op. cit. p. 19



With the lower interest rates (10 - 12 year old house), and the same down payment, the house payments with utilities and maintainance, would range from \$150 to \$170. At this rate, the bread winner would have to earn a salary of \$555, to \$630 monthly. The last alternative, renting an older home as described above, would cost in the area of \$200 monthly. <sup>1)</sup>

Very few of the residents of Saddle Lake have the skills or the training that would command salaries in ranges described above. Furthermore, no one on the reserve who had a permanent job expressed a willingness to move to the city. Only those who were collecting some welfare on the reserve expressed a willingness to move. Receiving welfare payments is indicative of an inability to secure a permanent job or to put it another way, an inability to compete successfully in the labour market. (See "Population Change".)

#### ASSETS

The "Assets" portion of the questionnaire enumerated seven items, the values of which were to be estimated by the respondents. These were to be totalled later and an average net worth was to be computed. In some instances, the respondent did not know the worth of some possessions. Where this occurred, the item or number of items were listed and the value was computed in one of the following ways: Worth of animals was estimated from averages of respondents who had animals and who did estimate their worth. Only three respondents estimated the value of their cars. For the others, the values were arrived at by noting the make, year and model during the interviewing, then finding the value of similar automobiles in the "Autos For Sale" column of a city newspaper.

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1) Housing costs were provided by three independent realtors in the City of Edmonton.

In total, 19 automobiles had to be evaluated in this way.

By law, reserve lands are for the use of all members, but the band council can assign what amounts to the 'right of use' of a parcel of land to any member of the band for any purpose the band council agrees to (other than sale). As outlined in the "Historical Review", many band members had been self-sufficient farmers in the past though very few are now. However, the right to use the land for agricultural purposes seems to have been passed on to succeeding generations even though very little of the land was actually farmed.

The difficulty in tabulating the worth of land that is not being used or underutilized and land that ownership cannot be attributed to, is only too obvious. In these tabulations, we assigned a value to the land which could be considered the highest possible for the particular area: \$75 per acre for improved land and \$30 per acre for unimproved land. The following table gives the average net worths of the sample and the averages for each group by items owned:

Table 13                      AVERAGE WORTH OF ASSETS OF THE SADDLE  
LAKE SAMPLE MEMBERS

<u>Item</u>	<u>Average For Workers</u>	<u>Average For Non-Workers</u>	<u>Sample Average</u>
Cattle	522.08	972.00	751.63
Horses	204.58	216.50	210.61
Other Livestock	83.33	69.20	39.38
Poultry	4.16	112.80	59.59
Automobile	172.90	442.80	310.61
Unimproved Land	3,932.50	6,020.40	4,997.75
Improved Land	4,697.91	5,967.60	5,347.75
Totals	9,542.50	13,801.20	11,715.30

The non workers owned more livestock and reserved considerably more land for their personal use but the difference in total net worth between the two groups was not statistically significant. At the 0.05 level of confidence, the critical value was - 1.96, while the observed value was - 0.69.

The average value of automobiles, as determined by the previously-described method, was \$610 per respondent reporting. However, the average equity in an automobile was \$310. Evidently, the residents are using credit but the fact that 86% of them did not know the value of their automobiles is indicative of a lack of practical economic education.

#### EMPLOYMENT

From a sample of 50 men, 14 had permanent work on the reserve, another 4 had permanent work off the reserve. The 14 men with permanent jobs on the reserve were employed as follows: 5 were farmers, 5 were labourers (janitors, labourers on the housing project, labourers on the agricultural project), the remaining 4 were either managers of the agricultural project or tractor operators.

The agricultural project, directly or indirectly, was responsible for creating a variety of jobs: root and rock picking, equipment operating, brush burning, cutting fence posts. Carpentry work on the housing project could be indirectly attributed to the agricultural project. The pay schedule was as follows: a labourer receives \$1.25 per hour, a labourer with a team - \$1.50 per hour, a labourer with a tractor - \$2.00 per hour, tractor operators working with association tractors - \$2.00 per hour, custom operators - \$5.50 to \$8.00 depending on the size of disk.

The average age of the two groups was 36.5 for the workers and 37.9 for the non-workers. There was not a statistically significant difference.

### INCOME

Much of the income information had to be estimated. When a respondent did not know the amount of income, the sources of income were determined. If it was work for wages, the rate and time spent at each job was noted; if it was farm products sold, the number or measure of items was recorded. Total values for each source of income was later tabulated and averaged. The following table gives a break-down of residents' income by source:

Table 14                      AVERAGE INCOME BY SOURCE FOR A SAMPLE OF  
SADDLE LAKE RESIDENTS

<u>Source</u>	<u>Total</u>		<u>Workers</u>		<u>Non-Workers</u>	
	<u>#</u>	<u>Average</u>	<u>#</u>	<u>Average</u>	<u>#</u>	<u>Average</u>
Farm Products Sold	48*	383.30	23	317.39	25	444.00
Wages:						
On-Reserve	44	676.13	22	368.63	22	983.68
Off-Reserve	42	744.76	21	1050.00	21	439.52
Fishing & Trapping	44	14.54	22	25.90	22	3.18
Welfare	42	464.28	20	530.00	22	404.54
Pensions	43	34.88	21	28.57	22	40.90
Other	43	121.62	21	247.61	22	1.36
Totals	43	2673.48	22	2907.27	21	2428.57



Not all respondents reported income. Tabulation of averages was accomplished as follows: Total income reported  $\div$  no. reporting.

Welfare as a source of income ranks third highest on the reserve. Of the sample members who volunteered welfare information, 28 had received welfare, 14 more had not received any. (Eight men refused to discuss welfare.) The 28 respondents who had received welfare, received a total of \$19,500 or an average of \$696.43 per welfare unit. Welfare recipients in the sample received \$85 less per welfare unit than the reserve average. One should bear in mind, however, that the sample had been designed to exclude people over 65, persons between 16 and 20, widows, unwed mothers, divorced and separated women.

The difference between the two groups in the area of total income was not statistically significant. The difference in off-reserve income, however, was significant. Workers earned \$1,050 in off-reserve income, non-workers earned \$439.52. A t-test, at the 5% level of confidence, had a critical value of 1.96 and an observed one of 2.05. The difference may well reflect a reluctance on the part of non-workers to find jobs off the reserve. Although workers earned \$610.48 more in off-reserve income, they earned \$615.05 less in on-reserve income.

We reasoned that if on-reserve projects were to maximize employment opportunities for native people, then if a native left a job to work for a project on the reserve, another native person should take the job he is

vacating. To the question, "Did an Indian take you old job?", 30 of the 34 respondents to whom the question was applicable, said, "No"., 3 said "Yes". and one did not know. Clearly, employment opportunity was not maximized by the creation of on-reserve projects. However, many people who had had part-time jobs were provided with permanent ones and they were working where they preferred to work, on the reserve.

The following table sums up the employment information:

Table 15 EMPLOYMENT PREFERENCES, CHARACTERISTICS OF WORKERS AND AWARENESS OF EMPLOYMENT OPPORTUNITIES OF A SAMPLE OF SADDLE LAKE RESIDENTS

<u>Questions</u>	<u>Range of Answers</u>	<u>Total</u>	<u>Workers</u>	<u>Non Workers</u>
17. What would be a satisfactory income for your family?	Under \$2,000	13	5	8
	\$2,000 - 3,999	17	9	8
	\$4,000 - 5,999	11	4	7
	\$6,000 and over	6	5	1
	No response	3	2	1
-----				
18. Do you have a steady job?	Yes	18	6	12
	No	32	19	13
-----				
19. What is it?	Agriculture Project	9	4	5
	Labour off-reserve	4	1	3
	Farming on-reserve	5	1	4
-----				
20. Do you prefer working regular hours or irregular hours?	Regular hours	48	23	25
	Irregular hours	2	2	0
-----				

Cont...

<u>Questions</u>	<u>Range of Answers</u>	<u>Total</u>	<u>Workers</u>	<u>Non Workers</u>
21. Have any of your family worked for the association?	Yes No	35 15	25 0	10 15
22. Does any of your family work for the association?	Yes No	27 23	19 6	8 17
23. (a) What did you do?	Burning brush Rock & root picking	4 6	3 5	1 1
(b) Why did you stop?	No more work Health Filling in between jobs	2 1 7	2 1 5	0 0 2
(c) Were you paid a fair wage?	Yes No	9 1	7 1	2 0
24. Are you paid a fair wage?	Yes No	12 11	9 8	3 3
25. Would you like to work on the project?	Yes No	24 3	7 1	17 2
26. Does your wife want you to work on the project?	Yes No Don't know	32 3 4	18 0 1	14 3 3
27. What did you do before working on the project?	Unemployed Odd jobs on-reserve Odd jobs off-reserve	2 21 11	2 17 6	0 4 5
28. Did an Indian take your old job?	Yes No Don't know	3 30 1	0 24 1	3 6 0
29. Were you unemployed last year because of:	Lack of opportunity Lack of training Health Reluctance to leave reserve Other Employed	23 12 4 2 2 7	13 8 1 1 0 2	10 4 3 1 2 5

A scant majority (52%) thought the association paid fair rates: The remaining 48% thought the rates were too low. Six percent of the sample members said they would not work for the association, another 6% said their wives were opposed to their working for the association. Of the workers group, 8 men had terminated their employment for the association. However, the sort of employment they had had was temporary in nature; three had burning contracts and 5 were rock and root pickers.

The decision to erect a fully-equipped pre-fabricated housing plant was at least in part influenced by the approval of the agricultural project. According to informants, Indian Affairs Branch was hesitant in approving the housing project until they learned of the ARDA involvement in the agricultural project on the reserve. In all, there are 24 men employed on the housing project. Housing components are manufactured for all the reserves in the St. Paul area. Ten of the houses built in the spring and summer were for the Saddle Lake Reserve, another 5 were designated for Goodfish Lake and several more were built for more northerly reserves such as Cold Lake.

The question, "What did you do before you started to work for the association or any other project on the reserve?" (housing project) was not applicable to 16 respondents (32% of the sample). Of the remainder to whom the question did apply, 21 had worked at 'odd jobs' on and off the reserve, 11 had worked at 'odd jobs' on the reserve only and 2 were on permanent welfare and unemployed for the full year. All the people who were working on reserve projects had temporary work previously: 62% had 'odd jobs' on or off the reserve, 32% had temporary work on the reserve and the remainder had been unemployed.



## CHAPTER V

## THE PROJECT: ORIGIN AND DEVELOPMENT

For the most part, the events leading up to the project in its present form were rational and relatively predictable. If the events are reviewed in a chronological order a pattern of increasing support and sophistication becomes evident. A series of meetings which finally led to the project's initiation, progressed through three fairly distinct stages. Initially, the discussions dealt with socio-economic development in general, then progressed to syndicate agriculture specifically with some tentative planning. Finally, specific proposals were presented, definite plans were made and rational structures to handle the job at hand were created.

According to informants, the residents of Saddle Lake were concerned about the 'reserve problem' (i.e. low incomes, poor housing conditions, high welfare payments, low morale, etc.) for many years. A strong desire to improve these conditions is well-documented in the Appendix, especially the proposals to the Joint Committee of the House of Commons and the Senate which dealt with treaty rights, education, health and welfare, reserve administration and economic aid. The concern is also evident in the "Indian Plea" (See Appendix.) which was presented to all candidates running in the 1962 federal election. Almost as significant as the desire for economic aid is local recognition of the agricultural potential on the reserve: "Our reserve contains some of the best land in Alberta but due to lack of investment capital and management ability, most of the acreage remains unused." (Abstracted from proposals to Joint Committee.)

The series of meetings most pertinent to this study began in the first part of 1966. A small group of band members who were particularly interested in improving their community organized meetings, at which resource persons were invited to speak on the subject of community development. Although some very prominent people from government and the private sector were invited, the first meetings were poorly attended. In addition to band members, local farmers and businessmen attended these meetings. Among the subjects that were explored at these initial meetings were: cattle ranching, mink ranching, hydro power production, community farming, family farming, truck gardening, labor force development and many more.

The initial series of meetings turned out to be productive in an educational sense for all who participated. Band members, especially the leadership, learned that Indian Affairs Branch personnel were receptive to the idea of self-help; they learned that projects would have to be limited to one or two for financial reasons; timing of the request for financial aid would be very important; the project chosen, would have to attract widespread support of all concerned and return maximum benefits. Government people learned that the desire for self-help was genuine. Local businessmen and farmers learned of the rigors of reserve life. Their interest and enthusiasm was aroused on humanitarian grounds and by the fact that economic self-sufficiency would mean increased purchasing power. It was during this period that the Saddle Lake Development Committee became a significant entity.

In the summer of 1966, a P.F.R.A. fieldman Mr. W. Perkins who was investigating water requirements of the reserve for the Water Development Branch, learned of a strong desire on the part of the residents to develop grazing resources.

Mr. Perkins informed Mr. H. Hargrave, the Deputy Director of P.F.R.A. and arranged for Mr. Hargrave's attendance at a committee-sponsored meeting of September 28, 1966. This meeting was particularly important for the present project for a number of reasons. Mr. R. Steinhauer spoke on syndicate agriculture to forty-two band members and representatives from Indian Affairs Branch as well as the agriculturally-oriented representatives from P.F.R.A. and ARDA. The proposals in Mr. Steinhauer's presentation could be supplemented by comment and criticism from all the resource personnel. At this key meeting, the first signs of decisiveness and commitment became evident. Ways and means were discussed at this meeting. Mr. Hargrave suggested that if grazing potential was to be developed, P.F.R.A. could provide a modest grant but by virtue of the terms of reference of P.F.R.A., could not become involved in extensive manpower development or any of the social facets of the proposed programme. Mr. Thrall of Indian Affairs suggested that ARDA would be the appropriate agency to approach with a request for aid. Subject to approval, the terms of reference were such that the agency could provide all of the necessary assistance. From this point onward, the character of the discussion changed considerably. It was no longer a question of choosing the project which would generate widespread support but a question of how to overcome the two main reasons for failure of past agricultural endeavours on the reserve: lack of capital and lack of technical and managerial skills.

The first task was to formulate a proposal to ARDA that would be acceptable to this agency. Mr. T. Cardinal and Mr. R. Steinhauer of the committee met with various government personnel to explore channels of communication and to look for resource personnel who could

provide the necessary aid to formulate an acceptable, sound proposal. While consultations between the committee representatives continued, resource people were put at the disposal of the interested parties. In the first part of October, 1966, Mr. Alex Johnston, an expert in range management with the Canadian Agricultural Research Station, Lethbridge, Alberta, conducted a soil capability survey on the reserve, drew up the soil maps and submitted his recommendations. (See Appendix.) In mid-October, Mr. L. Gareau, the District Agriculturalist for the area, was appointed to the post of Regional Resource Coordinator for Census Division 12. He offered his services to the committee and became the senior advisor. (It is important to note that Mr. Gareau is stationed at St. Paul. He could, therefore, work very closely with the committee.) Immediately after the appointment, Mr. Gareau set to work on the draft of the proposal. On January 9, 1967, the committee met with senior officers of ARDA from Ottawa, the regional and the provincial offices as well as representatives from Indian Affairs Branch. A draft of the proposal presented by Mr. Gareau was studied in detail and the following recommendations were made: 1) that the proposal be submitted to the Provincial ARDA Advisory Committee first 2) that Provincial ARDA provide the resource personnel and their services be included in the cost of the project, 3) that Mr. M. White of the Winnipeg Regional ARDA Office review the proposal in detail and prepare the final draft. This was the winter of 1967 and events were moving swiftly and smoothly.

The momentum of early 1967 was all but arrested by late October of that year. Saddle Lake residents had hoped to begin clearing and breaking the land by spring of 1967 or by fall at the latest, but



when final approval was not forthcoming by midsummer, the feelings of enthusiasm turned to those of frustration. The proposal was submitted to the Provincial ARDA Advisory Committee. After much discussion, the draft was returned, deemed unacceptable in the original form so that extensive changes had to be made. In all, three drafts were presented; the first required major modification, the second minor ones and the third was largely unchanged. From the advisory committee the proposal was forwarded to the provincial cabinet but before the cabinet could take action, the legislature was dissolved and no decision could be taken until after the provincial election. Approval at the provincial level was finally granted on October 27, 1967. By this time, the natives of Saddle Lake felt quite helpless and lost all hope for the project's success. The most prevalent feeling was that this would be another case of endless studies and conferences with little decisive action or commitment of the part of the senior governments. It is not within the scope of this study to devote research time in order to discover the reasons for the lapse in time between presentation of the final draft and final approval of the project but it must be noted that the morale of the native people was extremely low as a result of the delay. Justifiable or not, the natives' assessment of governmental agencies is not a flattering one. <sup>1)</sup>

Some two months after provincial approval of the project, federal approval was given and the "execution phase" of the program's development began almost immediately thereafter. (Federal government approval was secured on Dec. 18, 1967).

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1) See especially: Newman, Morton; "Appendix F., Indians of the Saddle Lake Reserve", Community Opportunity Assessment, Human Resources Research and Development, Executive Council, Government of Alberta, March, 1967. P. 73 ff. (Newman asked his sample how Indian Affairs Branch helps the Indian people. In excess of 90% replied that the Indian Affairs Branch does not help Indian people. p. 75)

Documenting the transactions between the Saddle Lake Development Centennial Association and the various contractors would be a time-consuming, tedious process that would serve no useful purpose. The following, therefore, are highlights of business transactions which took place shortly after final approval:

Tenders for brushing and piling were called and contracts awarded by January 7, 1968. Mr. A. Williams of St. Paul and Cordel Construction Co. Ltd. of Galahad were the successful bidders with bids of \$13.20 for a 1,600 - acre block and \$8.33 1/3 for a 1,500 - acre block respectively. Both contractors used some local labour to operate their machines. On the third of April, 1968, Mr. Tom Cardinal was hired as project manager at a rate of \$400 monthly and an additional \$50.00 for travelling expenses. The deadline for burning contracts was May 10; only band members were permitted to bid. In order to encourage bidding, the band council bought 12 power saws and sold them to successful bidders on the following contract terms: The saws were to be paid for in full on completion of the operation. In this way, lack of ready cash did not discourage anyone from bidding. Burning was completed by the end of May, well ahead of schedule at a cost of \$8,466 or roughly \$4.00 per acre for some 2,000 acres. The lowest bids for breaking were as follows: In Block A (800 acres), the lowest bid was \$6.70 per acre for a total of \$5,360; Block B (1,500 acres), \$6.45 per acre for 500 acres and \$10.75 per acre for the remaining 1,000 acres for a total of \$13,475. A grand total of \$18,835 was spent for breaking. None of the costs involved seemed to be excessive. The association made some machinery purchases. Two John Deere, model 4020 tractors were purchased along with two 10-foot disks with the low bids of \$6,663 @ and \$2,454 @ respectively.

In addition to the association's own machines, five disking contractors were engaged. Their conditions of employment were as follows:

- 1) must have a 10' or a 12' disk, 2) must travel in excess of 3 mph,
- 3) must work a 50 hr. week (i.e. from 8:00 a.m. to 7:00 p.m. daily),
- 4) 1/2 hr. allowance for break-down time with pay, 5) rates of \$5.50/hr. for a 10' disk and \$6.00/hr. for a 12' disk.

Maximum utilization of the association's own machines was achieved by operating them twenty-four hours per day in three eight-hour shifts. From the above, it would seem that, with one exception, sound, efficient business practices were employed. Disking should have been contracted on a per-acre basis so that uncertainty about cost could be removed.

The preceeding brief summary of events may lull the reader into an impression that, except for a few delays, there were few problems in development of the agricultural program. Nothing could be further from the truth. There were, in fact, many problems:

Apathy was probably the first problem to be overcome. Although the residents of Saddle Lake had been self-sufficient farmers in the past, a number of conditions (i.e. rapid technological advances, lack of capital for expansion, wholesale changes in the farming economy, lack of instruction in husbandry and management techniques, arrival of welfare as an alternative to self-sufficiency, etc.) conspired in such a way that farming, as an economic activity, ceased. As dependence on social welfare increased, the dignity that comes of self-sufficiency in providing life needs decreased. With negligible alternative employment opportunities, many of the residents gravitated to a state, not unlike that of ghetto-dwellers with the accompanying despair. In circumstances such as these, enthusiasm

or even tacit support are difficult to obtain while, on the other hand, scepticism is most prevalent. This should explain, at least in part, the reason for the scanty attendance at the initial meetings.

As previously indicated, Saddle Lake residents were aware of the fact that land resources and labour force on the reserve were in adequate supply. It would be difficult to disagree with the native people's perception of the problem, almost as difficult as to disagree with the solution: Add capital and management ability and the land and human resources can be exploited to the benefit of the whole community. The Indian Act, as it is at the present time, protects natives from economic exploitation but at the same time, the act obstructs the natives (registered band members as opposed to the enfranchized natives) from carrying on normal business transactions. At least two legal restraints are relevant in this case: The Indian Act, in effect, prohibits seizure of property of Indians by others than Indians. Consequently, the white persons who have goods for sale are reluctant to sell them to native people because they would have to obtain permission from the Indian Affairs Branch in Ottawa to repossess the goods in case of default. Band funds can be loaned to individuals but rarely are in sufficient quantities to class them as "expansion loans". Indian Affairs Branch provides short-term loans for farmers to cover the cost of seeds, barbed wire or small machinery parts. These are, of course, inadequate for the purposes at hand. Combine the above with the fact that, on this reserve and many others, social welfare payments are a major contribution to family income and it becomes quite clear, that without some form of economic aid in the shape of outright grants or loan guarantees from outside sources, capital inputs for resource development will be, to say the least,



most difficult to obtain. Furthermore, not more than one-half of the band funds can be distributed on a per-capita basis and then, only with approval of the Indian Affairs Branch in Ottawa. Ottawa's approval was obtained for the use of \$50,000 of the band funds to guarantee a loan. The remainder of the necessary capital was obtained through a system of grants and loans provided by the senior governments on conditions that the association would keep accurate and current records and that the project would be overseen by the Resource and Land Utilization Branch of the Program Development Division of the Alberta Department of Agriculture. (See Appendix.)

The last legal hurdle to be overcome, also involves the Indian Act. According to the Act, reserve lands are designated for use by all members of a band. The Saddle Lake Development Centennial Association was incorporated on February 1, 1967 under the Societies Act of Alberta. Because the association is an entity, distinct from the band and not under direct control of the council, it must pay rent on the land that it uses. In order to remain within the legal bounds of the Indian Act, the association had to agree to lease the land from the Saddle Lake Band for a nominal fee of \$1.00 for the five-year contract.

While acquisition of capital presented legal problems, initial attempts at management presented social and culturally-determined problems that would, in all likelihood, be more prevalent on the reserve than elsewhere. The events leading up to a sit-down strike by project workers in June of 1968 are rather complex and somewhat of a dubious value for workers or management, but the following were found to be objects of the dispute: The project manager was accused of nepotism in his hiring, although no evidence existed to substantiate

the charge. One of the burning contractors had hired a family to do the actual work. When the work was completed, the contractor was paid. Whereupon, he pocketed the money and has never been heard from again, while the people who had done the actual burning received nothing for their labours. Although the project manager explained to the workers that he was not legally responsible, the consensus of opinion favoured moral over legal responsibility. i.e. The manager should assure that those who performed the actual task, should be paid. Finally, the men objected to a woman's signature on their pay cheques. Any one of the following officers had signing authority: Mr. George Hunter, Mrs. Margaret Makokis and Mr. Ralph Shirt.

It would appear that these complaints were dealt with in an amicable and an effective manner: The charge of nepotism was dealt with by the hiring of an assistant manager who had equal hiring power to that of the manager. The appointment of Mr. Mike Steinhauer to the post of assistant manager, assured equal representation of the Cardinal and Steinhauer factions of the reserve. The family who were victims of the dishonest burning contractor were paid a sum that was /satisfactory to all concerned and the complaint of a woman's signature on cheques was dealt with by a procedural change: Two of the three officers with signing authority were required to endorse all cheques so that one or more male signature (s) would always appear. The last solution was rather ingenuous. It would have been most unfortunate to have set a precedent of excluding women from involvement at any level of development programmes.

#### PROJECT REACTIONS

In this section, we wanted to learn if respondents considered the

project as a desirable development on the reserve and if they were aware of the personal benefits resulting from the project. The following table illustrates the reactions of the respondents to the agricultural project:

Table 16 REACTION TO THE AGRICULTURAL PROJECT BY A  
SAMPLE OF SADDLE LAKE RESIDENTS

<u>Questions</u>	<u>Range of Responses</u>	<u>Total</u>	<u>Workers</u>	<u>Non Workers</u>
41. Is the project a good thing for people on the reserve?	Yes	49	25	24
	No	0	0	0
	Not sure	1	0	1
42. Why?	Provide employment	20	10	10
	Provide income	10	6	4
	Idle land used	8	2	6
	Give pride to people	3	1	2
	Don't know	9	6	3
43. Do older people think the project is good?	Yes	29	16	13
	No	6	4	2
	Don't know	15	5	10
44. Will everyone on the reserve benefit from the project?	Yes	33	17	16
	No	11	7	4
	Don't know	6	1	5
45. Will the project provide you and your family with all the work you need?	Yes	36	19	17
	No	12	5	7
	Don't know	2	1	1
46. What have you done this year because of the project?	Worked on reserve	20	16	4
	Nothing	27	8	19
	Other	3	1	2

Cont...

	<u>Questions</u>	<u>Range of Responses</u>	<u>Total</u>	<u>Workers</u>	<u>Non Workers</u>
47.	Did you attend a course on family and community activities last year?	Yes No	17 33	12 13	5 20
	-----				

Overwhelming support for the project is obvious. Only one respondent was not certain of the projects benefit for the reserve residents and no one expressed the opinion that the project would not be beneficial at all. Opinions on the particular sort of benefit the project would provide, were divided. Forty per cent thought the project would provide employment, another 20% thought the project would provide income, 16% thought that the idle land would be utilized, 6% thought the project could be a source of pride for the people. Significantly, a full 18% did not know why the project would benefit the reserve.

In an Indian community, the opinion of the elders is very important. Some informants expressed the opinion that the reserve's elders were not enthusiastic about the project. When asked to express an opinion regarding the support of the elders for the project, 58% were certain that the project had the elders' support, while only 12% were certain that the older people opposed the project.

There were few differences in the responses of the two groups. Most of the respondents supported the project and 72% thought the project would eventually provide all the work they and their families would need. A very important difference in responses of the two groups occurred in the area of involvement in courses dealing with agriculture and community development. Forty eight per cent of the workers group had attended courses in agriculture or community development while only 20% of the non-workers had attended courses.



# INVOLVEMENT

Many of the informants felt that leadership failed to involve as many people as possible at the outset. The responses to the questionnaire would indicate that awareness of the events and involvement in the project were not satisfactory:

Table 17 AWARENESS OF EVENTS LEADING UP TO THE AGRICULTURAL PROJECT AND INVOLVEMENT OF A SAMPLE OF SADDLE LAKE RESIDENTS

<u>Questions</u>	<u>Range of Answers</u>	<u>Total</u>	<u>Workers</u>	<u>Non Workers</u>
1. When did you hear of the project?	After Nov. 1, 1967	13	7	6
	Before Nov. 1, 1967	37	18	19
2. Did you help plan?	Yes	6	4	2
	No	44	21	23
3. What part did you play before the project started?	Nothing	35	17	18
	Attended meetings	11	6	5
	Organized meetings	4	2	2
4. What do you do on the project now?	Nothing	25	8	17
	Tractor operator	9	6	3
	Root & rock picker	12	9	3
	Director	4	2	2
5. Are you asked for suggestions?	Yes	11	7	4
	No	39	18	21
6. What suggestions do you have?	Waste of labour	5	4	1
	Higher wages	2	2	0
	Improved management	7	4	3
	None or other	36	15	21
7. Are there meetings in which you can participate?	Yes	40	21	19
	No	7	4	3
	Don't know	3	0	3

Cont....

<u>Questions</u>	<u>Range of Answers</u>	<u>Total</u>	<u>Workers</u>	<u>Non Workers</u>
8. Are yours or others' suggestions used?	Yes	17	9	8
	No	25	12	13
	Don't know	8	4	4
-----				
10. Is the land chosen at the right location?	Yes	41	20	21
	No	7	4	3
	Don't know	2	1	1
-----				
11. If not, why not?	Best hay meadows	4	2	2
	Rocks	3	2	1
-----				
12. Why was the location picked?	Unoccupied and light brush	27	12	15
	Good soil	6	3	3
	Don't know	17	10	7
-----				
13. Do you agree with the management of the project?	Yes	40	20	20
	No	5	4	1
	Don't know	5	1	4
-----				
14. If not, why not?	Favoritism	5	4	1
-----				
15. Do you approve the machinery and equipment bought?	Yes	34	17	17
	No	2	1	1
	Don't know	14	7	7
-----				
16. If not, why not?	Heavier equipment	2	1	1
-----				

The fact that 26% of the respondents did not learn of the project till after November 1, 1967, would indicate that communication between the leadership and the residents is poor. Only 12% of the sample were active in the planning and 70% did not even attend the meetings in which they could participate. A similar proportion (78%), said they were not asked for suggestions. Half of the respondents indicated that their suggestions are not used as compared to 34% who thought their suggestions were used.

A common complaint by the respondents was that meetings were not well publicized in advance. Partly, the lack of publicity is due to lack of communication facilities such as telephones and newspapers but we noted that the leadership was reluctant to put forth an adequate effort to communicate. They seemed to feel that in time, all reserve members would learn about the project and when they become aware of the benefits, would support the project and attend meetings.

We noted a considerable amount of dissatisfaction with the leadership. Only 30% of the sample made suggestions concerning the project but 14% complained of the management. Of those who had suggestions to make, nearly half suggested that management could be improved: Some thought labour was wasted because the managers and foremen did not take a firm stand in their supervision. Although 14% suggested that management could be improved, only 10% answered that they did not agree with the management. (See Questions 6 and 13.)

We suspected that people were not well-informed about most aspects of the project. Question 12 was designed to test one of the areas where the sample may have been ill-informed: "Why was the location picked?" Actually, the location was picked because the land was unoccupied and the brush was sparse. Only 54% of the respondents knew the right answer. Thirty four per cent of the respondents did not know at all why the land was chosen. Of the total, 12% answered that the location was chosen because the land was good but 45,000 acres at Saddle Lake are "good" land. This lack of awareness on the part of 46% of the respondents would indicate poor communication between leadership and residents.

#### MANAGEMENT

The two managers of the agricultural project were asked 9 questions

in addition to those on the questionnaire. These questions were designed to probe their attitudes toward the project, its implimentation and their involvement.

Both of the managers have hiring and firing powers. The labour for the project is recruited from among people seeking employment on the project. Individuals are not approached with offers of employment. To date, shortages of labour, tractors and teams have not occurred. Mr. Mike Steinhauer stated that he would approach individuals if the shortages did occur. Some of the criticism suggested that there was preferential hiring. The system of recruitment is obviously designed to avoid the criticism of favouritism.

The work is done by workers who are grouped in small crews with one foreman for each. It is the foremen who supervise the workers and record the time each worker spends on the job. These records are submitted to Mr. Steinhauer, who then calculates the salaries and prepares the cheques for signatures of two members of the board of directors. Each Saturday morning the cheques are distributed to the workers at the Saddle Lake Band Hall.

Both managers agreed that difficulties were encountered in attempts to get the native people to finish their work within a set schedule. The most obvious reason for the delays was the drinking problem among native people. The projects' employees work a five-day week with Saturday and Sunday off. On Mondays; from 1/3 to 1/2 of the men did not report to work because some of them were charged with liquor offences while others were suffering from 'hangovers'. Other than this, the managers were happy with the performance of the workers. With some reservations, both managers answered in the affirmative to the question, "Do you feel that you can delegate authority to others and feel assured that the work



will get done without your supervision?" Mr. Cardinal felt that he had to make daily checks to ensure that each foreman knew what was to be done that day.

#### STATEMENT OF RECEIPTS AND LIABILITIES

Because the project has been in operation for only a short time, it was impossible to make a thorough economic analysis but a preliminary statement of receipts and liabilities was available. It follows:

##### SADDLE LAKE DEVELOPMENT CENTENNIAL ASSOCIATION

##### STATEMENT OF RECEIPTS AND DISBURSEMENTS

FOR THE PERIOD MAY 10, 1968 to OCTOBER 31, 1968

##### Receipts:

Grants	\$124,000.00
Loans	\$ 30,000.00
Refund on fuel	\$ 508.64
	<u>\$154,508.64</u>

##### Disbursements:

Contracts-Breaking & Clearing	\$54,795.23
Burning	8,466.00
Burying rocks	90.00
Fence posts	526.00
Treating posts	505.80
Clearing	-----
Seed cleaning	-----
	<u>\$64,383.03</u>

Labour (hourly)	
Manual (rock & root)	\$38,593.05
Machine operation	5,183.41
Fence cutting & treating	-----
	<u>\$43,776.46</u>

Salaries (monthly) \$ 3,600.60

Custom work (hourly) \$10,890.37

##### Materials

Fuel	\$ 1,151.38
Repairs	86.95
Blasting powder	156.89
	<u>\$1,395.22</u>

Cont...

Workmen's Compensation	\$ 1,250.00	
Unemployment Insurance	\$ (481.23)	
Payment on Loan	\$10,000.00	
Other - Bank interest	\$338.23	
Meetings	\$170.00	
Land Survey	\$180.00	
Advertising	\$ 35.59	
Office	\$ 6.85	
Bookkeeper	<u>\$150.00</u>	
	\$ 880.72	
Purchase of Equipment	<u>\$19,229.80</u>	<u>\$154,924.97</u>
Excess of disbursements over receipts		<u>416.33</u>

(preliminary statement prepared by Roland F. Rocque, Chartered Accountant,  
St. Paul)

SADDLE LAKE DEVELOPMENT CENTENNIAL ASSOCIATION

NET WORTH STATEMENT

AS OF OCTOBER 31, 1968

Assets

Inventory of materials - seed		
- fuel		
- fence posts		
- other		
Inventory of developed land - 2950 acres at \$40.00/acre		\$118,000.00
Inventory of machinery & equipment:		
2 - 4020 tractors & 2 - 10 ft. offset discs	\$19,159.80	
adding machine	70.00	
gas tanks, pumps & attachments	-----	
	<u>                    </u>	\$ 19,229.10
		<u>\$137,229.80</u>
Deduct liabilities:		
Overdraft on current account	\$ 595.73	
Less cheque drawn on wrong account	\$ 179.40	
	<u>416.33</u>	
Unemployment Insurance	\$ 962.46	
Bank Loan	\$20,000.00	
50% Government Grant Repayable on 3,100 acres at \$20.00	<u>\$62,000.00</u>	
Estimated Net Worth		<u>\$ 83,378.79</u>
		<u>\$ 53,851.01</u>

CHAPTER VI

SUMMARY AND CONCLUSIONS

SUMMARY

The objectives of the evaluation of the Saddle Lake Development Project (agricultural project) are two-fold: Firstly, we wished to compare those who worked on the project to those who did not in the areas of aspirations, attitudes, employment and sources of income, assets, project involvement and general area of socio-economic statuses of the two groups. Secondly, we wished to establish some benchmarks so that comparison over a period of time would be possible. In addition, background information, such as a short history of the reserve and history of the project, its origin and development, was gathered.

The borders of Saddle Lake Indian Reserve enclose 66,000 <sup>1)</sup> acres of land of which 45,000 are arable. Of the 45,000 arable acres, 15,000 should be broken by 1975. Approximately 300 men in the labour force would be qualified to work on the project. The management had hoped to employ about 60 men in the summer of 1968 but by the time this study was conducted, 120 had worked on the project at one time or another.

Social assistance on the reserve has been and continues to be a major source of income. In June of 1968, social assistance payments have decreased by \$4,000 from June of the previous year and some of this decrease can be attributed to an increase in employment opportunities resulting from the project.

The native people organized meetings at which area development projects were discussed. This project was one of the alternative developmental projects discussed.

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<sup>1)</sup> Estimated by Mr. R. Steinhauer

At these meetings local farmers, businessmen and resource personnel from the senior governments shared their knowledge and experiences with the native people. It was; however, the efforts of a few dedicated native people that most influenced ARDA's decision to approve the project proposals. This indicates to us that some of the people are intensely interested in developing the reserve but responses to our questions dealing with involvement would indicate that for the majority, apathy is a mode of responding to developments in the community. There is also an indication that communication between leaders and residents is not adequate. It is hoped that the problems described in the chapter, "The Project; Origin and Development" will be scrutinized by those contemplating other area development schemes so that similar ones can be avoided in the future.

Briefly, to describe the organization: Because the Saddle Lake Band Council could not take charge of the agricultural project under present legislation, a group of interested persons formed the Saddle Lake Development Centennial Association in accordance with the Societies' Act of Alberta. The association is governed by a board of directors who meet monthly. The regional resource coordinator and the project's managers also attend the meetings.

The Alberta Department of Agriculture provides such resource personnel as are required (district agriculturalist e.g.). The regional resource co-ordinator will oversee the work to assure timely completion of each stage of the project. He shall assure the adherence to all contract conditions by all the parties concerned. But, although experts can give guidance, final decisions shall rest with the native people.

A firm proposal for the agricultural project was presented to the Provincial ARDA Advisory Committee shortly after the Saddle Lake



Development Centennial Association was formed in March of 1967.

Provincial Cabinet approval was not secured till seven and one half months later. Federal approval was not secured till another two months had passed. The delay was viewed by the native people as "... more government red tape."

Actual physical work began on January 20, 1968 on a 3,100 - acre plot. Clearing and breaking schedules required that 3,100 be ready for seeding in the spring of 1969, 5,000 more acres are to be cleared in 1969, providing even more work for that year than 1968.

#### THE QUESTIONNAIRE

Work on this evaluation began in May of 1968. The first task was to review literature in order to obtain background information and to design a questionnaire. The questionnaire was designed to obtain information on aspirational levels, attitudes, assets, incomes, employment, communication, social participation and levels of living. The latter two sections were omitted from the final draft of the questionnaire at the request of the board of governors and the regional co-ordinator along with some questions from other sections because they were thought to be premature or the information was available from other sources. As expected, there were few differences, few statistically significant differences between the workers and non-workers groups.

#### RECOMMENDATIONS

In all, about a month was spent on the reserve. The first visit was made in early June, the last was made late in August. Workers were observed at their jobs, informants were interviewed, meetings were attended and resource personnel, connected with the project, were interviewed. The following recommendations are based on observations of reserve activities,

on responses to the questionnaire and discussions with many resource people who are experts in their field. It is hoped they will be useful to native people and resource personnel:

1. At least in part, the white man's paternalistic attitude toward the Indians, is responsible for the disinterest that Indians have toward on-reserve development programmes. One respondent made a bitter but a representative evaluation of many of the attitudes: "This project is supposed to be run by the Indians but it is being run by the white man from his office in St. Paul." If native people are to become more involved in activities on their reserve, they will have to be allowed to conduct their own affairs. It was noted that this would present a problem in that some native people relied heavily on a resource person to make a decision. On the one hand, natives were dependent, while on the other, they resented the dependence. Each programme, therefore, should have a heavy investment in education so that the native people, especially the leadership, can make intelligent decisions.

2. The board should have an office on the reserve from which they could conduct their business and where they could meet. Resource persons should travel to the reserve for meetings with the board. In this way, those native people who are of the opinion that it is the white people who are directing the project, will have little reason to hold this opinion. It is likely that even the board would resist the move from St. Paul to the reserve because the ARDA office is well-equipped (such conveniences as a copying machine). If however, the relative merits of the two locations are considered, the benefit of increased involvement would outweigh the availability of modern conveniences.

3. Although the managers seemed to be capable administrators, there was room for improvement. One improvement could be in a better allocation of the manager's time. Much of the managers' time is spent in supervising. They checked with foremen to see that they had understood the plans for the days work, they checked to see that discing operations were underway and these supervisory duties were carried on each day. There should be more authority delegated to the foremen to leave more time for managers to examine the effectiveness and efficiency of the operation, deployment of work parties, etc.

4. Related to the above, the foremen themselves should receive some training in efficiency. One day the interviewer observed 10 men and 4 tractors engaged in removing rocks from the field to the rock pile. Some of the 10 workers rode on the tractors from field to rock pile, a perfectly pointless practice. A more efficient method would be as follows: (a) 2 men in the field to connect the rocks to tractors (b) two men at the rock pile to remove the chains from the rocks (c) leaving 6 workers to do other work such as digging out the larger rocks. There were two methods of breaking used: discing and ploughing. The discing was by far the preferable method. Ploughing continued in spite of the fact that this practice left the fields in a very rough condition. In fact the fields were so rough that some root and rock pickers refused to use their wagons in these fields.

5. The interviewer found that respondents were often bewildered and perplexed by the questions and the purpose of the evaluation. In order to avoid a recurrence of this situation, perhaps several meetings could be held for the purpose of explaining a future evaluation.

Another possible alternative for informing the residents could be the inclusion of information regarding the evaluation in the agricultural short courses. Much curiosity was aroused by the questioning; some of it could be described as suspicion.

6. As already mentioned, there were flaws and omissions in the questionnaire. Some of the flaws were in design but some were omissions, requested by the board. The following questions are considered essential and the information that they would provide is not available from alternate sources:

(a) Management:

- (1) Who is the head of the agricultural project?
- (2) Who is running the project?
- (3) Does one person have all the say? (i.e. Make all the decisions?)
- (4) If yes, who is this person?
- (5) If no, who are the others that help run the project?
- (6) Are they (he) doing a good job?
- (7) Are they (he) showing the people how to farm?
- (8) Are they (he) managing (running) the land efficiently?

(b) Aspirations:

- (1) Would you accept permanent employment off the reserve?
- (2) If so, at what salary?
- (3) Do you have plans for setting up your own business or farm?
- (4) If yes, what kind?
- (5) Does a girl need to go to high school if she plans to be a wife and mother?



- (6) If your teenaged son had a chance for a good job, would you want him to leave school?

(c) Project Reaction:

- (1) What things would you do if you were running the project?

(d) Work Orientation:

- (1) Would you say the worst thing about being sick is that your work does not get done?
- (2) Do you work as hard as you can at everything you do until you are satisfied with the results?

## APPENDIX

### Editor's Note

The following section contains the documents, descriptions of meetings and descriptions of involvement by those who have most contributed to the project's present status. Some of these documents contain errors in grammar and some even contain factual errors. For several reasons, these were left unedited: If passages were modified, the evaluating organization would have to take the responsibility for any changes in meaning. It was decided that the contributors and the contributors alone should be responsible for what was stated. Secondly, and quite related to the first bit of reasoning, the reader should not be deprived of an opportunity to assess the native peoples' perception of the situation. If I may interject with a critical opinion, I found the native persons' contributions of better-than-average quality, Mrs. Makokis, especially, is quite eloquent.

I should like to apologize to Mr. Thrall who is mentioned on Page 135 as representing ARDA. The secretary at this particular meeting erred. It is plausible that he may have spoken of the appropriateness of ARDA as the agency that could provide the necessary resources for development, but Mr. Thrall was representing the Indian Affairs Branch at the meeting.

Questionnaire Number

\_\_\_\_\_

QUESTIONNAIRE

THE SADDLE LAKE RESOURCE DEVELOPMENT PROJECT

The information given in this questionnaire is CONFIDENTIAL.

Interviewee: Age \_\_\_\_\_

Marital Status \_\_\_\_\_

Name of Interviewer: \_\_\_\_\_

Did the respondent have any trouble understanding you - or vice versa?

Directions:

Code: Yes - 1  
No - 2  
Don't know - 3  
Does Not Apply - 4

A. Involvement

1. When did you first hear of the Agricultural Project?   
\_\_\_\_\_
2. Did you help in the planning of the project?
3. What did you do, or what part did you play before the project was started?   
\_\_\_\_\_
4. What do you do on the project now? (If anything)   
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
5. Are you asked for suggestions on how things should be done?
6. What suggestions do you have, if any?   
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
7. Are there open meetings which you can attend and voice your opinion?
8. Are yours' or others' suggestions ever used?
9. Is the land which was chosen to be broken this year at the right location?
10. If not, why not? \_\_\_\_\_   
\_\_\_\_\_  
\_\_\_\_\_
11. Why was the location picked?   
\_\_\_\_\_  
\_\_\_\_\_
12. Do you agree with the way the management of the project is set up?



13. If not, why not? \_\_\_\_\_ ☐

14. Do you agree that the type of machinery and equipment just bought is the kind to have? ☐

15. If not, why not? \_\_\_\_\_ ☐

B. Employment

16. What would you consider to be a satisfactory or sufficient annual income to sustain your family on the Reserve? ☐

17. Do you have a steady job? ☐

18. What is it? \_\_\_\_\_ ☐

19. Do you prefer working (1) regular hours to (2) irregular hours? ☐

20. Have you or any of your family ever worked for the Saddle Lake Centennial Development Association? ☐

21. Do you or any of your family work for the Association now? ☐

22. If the person has worked for the Association but is no longer employed by the Association, ask him the following:

a) What did you do while employed by the Association? ☐

b) Why did you stop working for the Association? ☐

c) Were you paid a fair wage? ☐

23. For those now working for the Association ask, Are you paid a fair wage? ☐

24. Would you like to work for the Association on the Agriculture Project? ☐

25. Does your wife want you to work on the project? ☐

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26. What did you do last year? ☐

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27. Did an Indian take your old job? ☐

28. Were you unemployed last year because of: ☐

- 1) lack of opportunity to work?
- 2) lack of training?
- 3) health reasons?
- 4) did not want to leave home (reserve)?
- 5) other

#### ASPIRATIONS

29. What type of work would you like to do? ☐

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30. What type of work would you like your sons to do? ☐

---

31. Would you like to go back to school? ☐

32. If yes, what would you like to learn? ☐

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33. Where would you like this school to be? ☐

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#### ATTITUDES

34. Is it alright for a man to take off from work now and then if there is something else he would rather do? ☐

35. Do most people spend too much time working and not enough time enjoying life? ☐

36. If you had a great deal of money, would you work as much as you do now? ☐

37. Do you usually have some money put away in case you need some quickly? ☐

PROJECT REACTIONS

38. Is the agriculture project a good thing for the people of the reserve? ☐

- 1) very good
- 2) not sure
- 3) no good

39. Why? \_\_\_\_\_ ☐

40. Do the older people on the reserve think that the agriculture project is a good project? ☐

41. Will everyone on the reserve benefit from the agriculture project? ☐

42. Will the project eventually provide you and your family with all the work you need? ☐

43. What have you done differently this year because of the project, if anything? ☐

44. Did you attend a short course on farming and community activities last year? ☐

COMMUNICATION INFORMATION

45. How many hours do you spend each day watching T.V.? ☐

46. Which is your favourite program? \_\_\_\_\_ ☐

47. Do you listen to the Voice of the Native People of Alberta? ☐

48. If not, why not? \_\_\_\_\_ ☐

49. What kind of books do you enjoy reading most? ☐

### ASSETS

50. a)	Cattle	No. _____	@ _____	<table border="1"><tr><td></td><td></td><td></td><td></td><td>0.</td><td>00</td></tr></table>					0.	00
				0.	00					
b)	Horses	_____	_____	<table border="1"><tr><td></td><td></td><td></td><td></td><td>0.</td><td>00</td></tr></table>					0.	00
				0.	00					
c)	Other Livestock	_____	_____	<table border="1"><tr><td></td><td></td><td></td><td></td><td>0.</td><td>00</td></tr></table>					0.	00
				0.	00					
d)	Poultry	_____	_____	<table border="1"><tr><td></td><td></td><td></td><td></td><td>0.</td><td>00</td></tr></table>					0.	00
				0.	00					
e)	Automobile	Kind _____	Year _____	<table border="1"><tr><td></td><td></td><td></td><td></td><td>0.</td><td>00</td></tr></table>					0.	00
				0.	00					
f)	Land which is counted yours - acres	_____ 30/acre		<table border="1"><tr><td></td><td></td><td></td><td></td><td>0.</td><td>00</td></tr></table>					0.	00
				0.	00					
g)	Improved acreage	_____ 75/acre		<table border="1"><tr><td></td><td></td><td></td><td></td><td>0.</td><td>00</td></tr></table>					0.	00
				0.	00					
h)	Total			<table border="1"><tr><td></td><td></td><td></td><td></td><td>0.</td><td>00</td></tr></table>					0.	00
				0.	00					

### INCOME

51.		<u>Source</u>	<u>Time</u>							
a)	Farm Products Sold	_____	_____	<table border="1"><tr><td></td><td></td><td></td><td></td><td>0.</td><td>00</td></tr></table>					0.	00
				0.	00					
b)	Custom Work	_____	_____	<table border="1"><tr><td></td><td></td><td></td><td></td><td>0.</td><td>00</td></tr></table>					0.	00
				0.	00					
c)	Wages and Salaries: On reserve	_____	_____	<table border="1"><tr><td></td><td></td><td></td><td></td><td>0.</td><td>00</td></tr></table>					0.	00
				0.	00					
d)	Off reserve	_____	_____	<table border="1"><tr><td></td><td></td><td></td><td></td><td>0.</td><td>00</td></tr></table>					0.	00
				0.	00					
e)	Fishing and Trapping	_____	_____	<table border="1"><tr><td></td><td></td><td></td><td></td><td>0.</td><td>00</td></tr></table>					0.	00
				0.	00					
f)	Welfare	_____	_____	<table border="1"><tr><td></td><td></td><td></td><td></td><td>0.</td><td>00</td></tr></table>					0.	00
				0.	00					
g)	Pensions	_____	_____	<table border="1"><tr><td></td><td></td><td></td><td></td><td>0.</td><td>00</td></tr></table>					0.	00
				0.	00					
h)	Other	_____	_____	<table border="1"><tr><td></td><td></td><td></td><td></td><td>0.</td><td>00</td></tr></table>					0.	00
				0.	00					
i)	Total	Total income for the year		<table border="1"><tr><td></td><td></td><td></td><td></td><td>0.</td><td>00</td></tr></table>					0.	00
				0.	00					

Do you want to tell me approximately how much you made from each source? - As a total income?





MANAGERS

54. How is your help hired? \_\_\_\_\_ ☐
- \_\_\_\_\_
55. How is your help paid? \_\_\_\_\_ ☐
- \_\_\_\_\_
56. Do you have problems in getting the native people to get their work done on time? ☐
57. What is the main problem as you see it? ☐
- \_\_\_\_\_
58. Do you feel that you can delegate authority to others and then feel assured that the work will get done without your supervision? ☐
59. If not, why not? \_\_\_\_\_ ☐
60. Are you happy with the performance of the native people working on the project?
61. If not, why not? \_\_\_\_\_ ☐
62. Who do you think could take over your work if you became sick for awhile? ☐
- \_\_\_\_\_

UCSR

HOUSING AND EDWARDS' SCALE - SCHEDULE A

No individual case used in our report will be mentioned by name. We will not enter names on the schedule if you prefer not. However, we do ask your cooperation in giving us all possible information about housing and conveniences so that we can make our survey accurate.

Name: - \_\_\_\_\_ Date: - \_\_\_\_\_ Int. \_\_\_\_\_

Location: - \_\_\_\_\_

- (1) Dwelling:
- (2) Rooms:
- (3) Lighting:
- (4) Heating:
- (5) Fire protection: (exits, stove protection)
- (6) Water Supply:
- (7) Toilet Facilities:
- (8) General Sanitation:

Conveniences, construction for Edwards' Scale                      Total \_\_\_\_\_

Number of persons: \_\_\_\_\_ Number of rooms: \_\_\_\_\_

- |   |  |
|---|--|
| ( ) 1. Construction: Brick, Stucco, painted frame, stained shingle. | ( ) 17. Living room walls finished: paper, paint, calcimine, plasterboard. |
| ( ) 2. One room or more per person.                                 | ( ) 18. Woodwork painted or varnished.                                     |
| ( ) 3. Central heating system.                                      | ( ) 19. Dining room table and buffet.                                      |
| ( ) 4. Electricity or mantle lamp.                                  | ( ) 20. Chesterfield or lounge.  |
| ( ) 5. Improved full or part basement.                              | ( ) 21. Easy chairs, one or more.  |
| ( ) 6. Cistern.   | ( ) 22. Bookcase or desk.  |
| ( ) 7. Storm windows for some or all rooms.                         | ( ) 23. Books, 10 or more, not children's.                                 |
| ( ) 8. One or more clothes closets.                                 | ( ) 24. Piano  |
| ( ) 9. Flooring on all floors.                                      | ( ) 25. Pumping system, hand or better.                                    |
| ( ) 10. Telephone.  | ( ) 26. Magazine subscriptions - 2.  |
| ( ) 11. Power washing machine.                                      | ( ) 27. Weeklies (3) or daily.   |
| ( ) 12. Bathroom.   |  |
| ( ) 13. Kitchen sink.   |  |
| ( ) 14. Separate dining room.                                       |  |
| ( ) 15. Linoleum on kitchen floor.                                  |  |
| ( ) 16. Living room floor finished, lino, rug, paint, wax, tile.    |  |

## ARDA PROJECT OF LAND DEVELOPMENT

I The Name of the Project ..... Saddle Lake Resource Development Project

II Objectives and purpose of the Project

1. Immediate objectives:
  - a) Creating Local source of gainful employment for all employable persons wishing to work.
  - b) Providing education and training in new skills.
  - c) Encouraging incentives for new individual ventures.
  - d) Rehabilitating welfare cases towards self supporting status.
2. Long Term Objectives
  - a) Development of independent, self respecting and responsible individuals, capable of assuming their role as citizens of this country.
  - b) Development of enterprises that will return an income profitable enough to provide the comforts and amenities of modern family life to the people of the Saddle Lake community.
  - c) Providing the surrounding communities the benefits of a new and relatively large clientele.
  - d) Increasing materially the productive output of the region and therefore contributing substantially to the general development of its economy.
  - e) Helping to fulfill the commitments of the agricultural industry of this province and this country to produce in abundance food to satisfy the wants and needs of the hungry world populations.

III Benefits of the Project

1. Nature of benefits:
  - a) Physical - How great financially? Using very conservative production figures there is a potential million dollars of net profit over next 8 years.
  - b) Social - How great from the standpoint of
    - A. Human development? - Potential employment for 50 - 60 people.



- B. Educational achievement? - Training of 10 to 12 individuals in new technical skills, each year.
  - C. Number of people helped? Indefinite
  - D. Possible welfare cases rehabilitated? - Indefinite
  - c) Moral - Raising standard of living above poverty is bound to improve moral standards.
2. Who will benefit:
- a) Directly: - The people in the community, their families, their schools, churches, services.
  - b) Indirectly: - The adjoining communities, the whole region, the Indian people as an ethnic group, the Departments of Governments involved.
3. How great will the benefits be?
- a) Number of persons directly assisted: - 50 families
  - b) Potential salaries - \$25,000 per annum
  - c) Potential capitalization of machinery? - \$250,000
  - d) Potential annual purchase of Agricultural Materials? - \$50,000 per annum.
  - e) Potential Production? - \$250,000 per annum
  - f) Potential Labor Market? - Indefinite

#### IV Project Description:

1. Project Location: Saddle Lake Indian Reserve # 125, Townships 57 and 58, Ranges 11 and 12, West of the 4th Meridian, in Alberta, as per enclosed map.
2. Work to be undertaken:
- A. Productive Enterprises:
- a) Clearing, breaking and cropping the large portion of presently unoccupied and unused excellent arable land on the Saddle Lake Reserve.
  - b) Adapting and developing suitable crop rotations and livestock raising programs that will maintain optimum productivity of the soil, and, at the same time provide greater opportunities of employment and development of human resources as well as more efficient utilization of other resources.

- c) Providing educational and training facilities to the local people so that they will be in a position to carry out as much of the work as is possible.
- d) Negotiating a loan for the purchase of equipment and materials, and for the payment of labour and operating expenses, for such time as is required before grants and enterprise returns are available.  
HOW LARGE A LOAN???? .....
- e) Constructing and erecting fences, shops, sheds, grain and feed storage bins, corrals and livestock buildings, as may be required by the project.

B. Consumptive Enterprises:

- a) Developing Recreational facilities.
- b) Developing Home Projects.
  - 1 - Horticulture
  - 2 - Handicrafts
  - 3 - Home Management
  - 4 - Budgeting
  - 5 - Buymanship
  - 6 - Art Crafts
- c) Developing Adult Education Facilities.
- d) Developing Institutional Management Facilities.
- e) Developing Youth Activities Programs.
  - 1 - 4-H
  - 2 - Athletics
  - 3 - Handicrafts
  - 4 - Art
  - 5 - Personal Development
  - 6 - Scouting
  - 7 - Junior Forest Wardens
  - 8 - Cadets

3. Location of Work:

- A. Land Development - Since land is not surveyed only approximate location of land to be developed are described as follows:

	<u>Section</u>	<u>Township</u>	<u>Range</u>	<u>Approximate Acreage of Arable land available</u>
(Block 1.)	E $\frac{1}{2}$ 11	57	11	300
	N $\frac{1}{2}$ & SW 12	57	11	450
	13, 14, 23 & 24	57	11	2500
	S $\frac{1}{2}$ 22	57	11	300
			TOTAL	<u>3550</u>

	<u>Section</u>	<u>Township</u>	<u>Range</u>	<u>Approximate Acreage of Arable land available</u>	
(Block 2.)	N $\frac{1}{2}$ 8	57	11	300	
	N $\frac{1}{2}$ & SE 9	57	11	450	
	S $\frac{1}{2}$ 10	57	11	300	
	15	57	11	600	
	N $\frac{1}{2}$ 16	57	11	300	
	E $\frac{1}{2}$ 17	57	11	300	
	S $\frac{1}{2}$ 18	57	11	300	
	Pt. 21	57	11	150	
	S $\frac{1}{2}$ 22	57	11	300	
				<u>TOTAL</u>	3000
(Block 3.)	E $\frac{1}{2}$ 30	57	11	300	
	SW 31	57	11	150	
	6 & 7	58	11	1100	
	N $\frac{1}{2}$ 12	58	12	250	
				<u>TOTAL</u>	1800
(Block 4.)	NE 17	57	12	150	
	E $\frac{1}{2}$ 22	57	12	300	
	Pt. N $\frac{1}{2}$ 20, 21 & 22	57	12	400	
	S $\frac{1}{2}$ 24	57	12	300	
	SW 28	57	12	150	
	SE 29	57	12	150	
	Pt. W $\frac{1}{2}$ 23	57	12	50	
	Pt. NE 15	57	12	50	
	Pt. NW 14	57	12	50	
				<u>TOTAL</u>	1600
(Block 5.)	NW 3	58	12	150	
	N $\frac{1}{2}$ 4	58	12	300	
	S $\frac{1}{2}$ 5	58	12	300	
	6	58	12	600	
	S $\frac{1}{2}$ 7	58	12	300	
	S $\frac{1}{2}$ 8	58	12	300	
	S $\frac{1}{2}$ 9	58	12	300	
	SW 10	58	12	150	
				<u>TOTAL</u>	2400
(Block 6.)	19, 29, 30, 31	58	12	2400	
	NW 20	58	12	150	
	3, 5, & 6	59	12	1450	
				<u>TOTAL</u>	4000

B. Location and plan of buildings -

One central machinery location (near Agency).

Minimum field storage bins with possible central grain elevators (near Agency).

Livestock Buildings.

De-centred in areas of actual production but centralized for optimum efficiency as required by specialization of enterprise selected.

C. Fences - Fencing of all crop lands developed.

4. Who will do the work?

- a) How many able bodied men and women are needed? 20 - 60 more if secondary projects develop sufficient number to initiate project.
- b) How many are available? Out of 125 families on reserve 80% are receiving welfare payments, at least 50% or 50 head of families are available. Moreover, approximately thirty young boys and girls are coming out of school every year and are looking for work.
- c) How many are prepared to work? All positions to be advertised for. Committee to make selection, - select a secretary treasurer from committee.
- d) Who will negotiate the loan? The committee will contact the following Agencies for loans:
  - 1. - Farm Credit Corporation
  - 2. - Indian Affairs Loan Branch
  - 3. - Local Bank Manager
  - 4. - Industrial Development Bank
  - 5. - Bank Council
  - 6. - Band Fund - used as collateral
  - 7. - Provincial Department of Industry & Development
- e) What agency will be used to take responsibility of the loan? Committee incorporated as society - backed by Band Council.
- f) Who will train the men for the technical positions of Foremen, automachinery operators, servicemen, mechanics, bookkeepers, timekeepers, carpenters, etc? Under present available policies - Adult education, etc.



5. What work will be done when?

- a) 1966: Negotiating the loan
- b) 1967: Clearing and breaking 1,000 acres.  
Erecting machine shop.  
Cutting and preparing (treating) 2,500 fence posts.
- c) 1968: Clearing and breaking 2,000 acres.  
Cropping & harvesting 1,000 acres.  
Fencing 1,000 acres.  
Building 1 machine shed and 10 grain storage bins.
- d) 1969: Clearing and breaking 2,000 acres.  
Cropping & harvesting 3,000 acres.  
Fencing 2,000 acres.  
Building storage bins, barns and livestock corrals as required.  
Purchase livestock.
- e) 1970: Clearing, breaking and fencing 2,000 acres.  
Cropping 5,000 acres.  
Building Manager's office.  
Increasing livestock.
- f) 1971-75: Clearing, breaking 8,000 acres.  
Cropping of to 15,000 acres.  
Establishing proper rotations.  
Expanding livestock.

V Expenditure

1. Equipment investment:

<u>Year</u>	<u>Item</u>	<u>Cost</u>	<u>Total</u>
1967	1-D8 cat & disk breaker	60,000	
	2 Tractors	10,000	
	2 disk harrows	2,500	
	1 set of drag harrows & Dr	800	
	1 Light delivery Truck	2,000	
	3/4 Ton Truck & hoist	4,000	
	Miscellaneous tools & equip.	<u>700</u>	
			80,000
1968	2 drills, press with att'	4,000	
	1 sprayer	500	
	1-D8 Cat & disk breaker	60,000	
	1 S.F. Combine & Swather	10,500	
	1 Grain truck	4,000	
	Miscellaneous	<u>1,000</u>	
			80,000
1969	1 Tractor	5,000	
	1 Drill	2,000	
	1 Cultivator	1,200	
	1 Disker	1,400	
	1 Root & Stone picker	1,400	
	1 S.P. Combine	8,500	
	Tools & Misc. equip.	<u>500</u>	
			20,000

<u>Year</u>	<u>Item</u>	<u>Cost</u>	<u>Total</u>
1970	Tractor & Drill	7,000	
	Set of Harrows	800	
	Tiller or cultivator	1,200	
	Miscellaneous	<u>1,000</u>	
			<u>10,000</u>
1967-70	Total equipment investment		190,000
1971-75	Average equipment investment 15,000, total		<u>75,000</u>
	Project Total		<u>265,000</u>

## 2. Fuel Costs, Fuel, oil & grease

1967	Cat 1500 Hrs @ \$2.00	3,000	
	Tractors, Disking & harrow	600	
	Truck	<u>400</u>	
			4,000
1968	Cats	6,000	
	Tractors	1,500	
	Trucks	800	
	Combine	<u>200</u>	
			8,500
1969	Cats	6,000	
	Tractors	1,800	
	Trucks	900	
	Combines	<u>600</u>	
			9,300
1970	Cats	6,000	
	Tractors	2,000	
	Trucks	1,000	
	Combines	<u>700</u>	
			<u>9,700</u>
1967-70	Total Fuel costs		31,500
	Average annual fuel costs 10,000		
1971-75	Total Fuel costs		<u>50,000</u>
	Project Total		<u>81,500</u>

## 3. Labour costs:

<u>Year</u>	<u>Item</u>	<u>Personnel</u>	<u>Time</u>	<u>Cost</u>	<u>Total</u>
1967	Training	2 men	30 days	450.	
	Brushing	3	120	1200.	
	Burning	10	30	300.	
	Repiling	3	9	90.	
	Reburning	3	9	90.	
	Breaking	3	120	1200.	
	Disking	4	80	800.	

Cont...

<u>Year</u>	<u>Item</u>	<u>Personnel</u>	<u>Time</u>	<u>Cost</u>	<u>Total</u>
	Root & Stone Picking	10	300	3000.	
	Harrowing & Floating	2	10	100.	
	Foreman	1	180	2700	
		<u>18 to 20</u>	<u>888</u> days	<u>9880.</u>	
	Cutting fence posts	2	24	240.	
	Hauling, treating, piling	2	38	380.	
			<u>950</u>		10,500
1968	Land Development	20 - 30	1500	16,000	
	Cropping & harvesting	5	150	1,500	
	Fencing	5	50	500	
	Building	6	120	1,200	
	Miscellaneous	1	30	300	
		<u>40 - 50</u>	<u>1850</u>		19,500
1969	Land development	20 - 30	1500	16,000	
	Cropping	10	300	3,000	
	Fencing	5	80	800	
	Building	10	200	2,000	
	Manager & bookkeeper	2	200	3,000	
		<u>50</u>	<u>2280</u>		24,800
1970	Land Development	20 - 30	1500	16,000	
	Cropping	12	360	3,600	
	Fencing	5	80	800	
	Building	6	120	1,200	
	Management	2	200	3,000	
		<u>50</u>	<u>2260</u>		24,600
1967-70 Total					<u>79,400</u>
Average annual Cost		24,000 plus			
1971-75 Total Cost					<u>135,000</u>
			Project Cost		<u>214,400</u>

#### 4. Materials and repair costs:

1967	Repairs 1½% of machinery investment	1,000	
	Lumber for shop	<u>500</u>	1,500
1968	Repairs	2,250	
	Seed	3,000	
	Building & Fencing materials	1,500	
	Sprays & Misc.	<u>250</u>	7,000
1969	Repairs	2,500	
	Seed	7,000	
	Fertilizers	3,000	
	Building & Fencing materials	2,000	
	Miscellaneous	<u>500</u>	15,000

<u>Year</u>	<u>Item</u>	<u>Cost</u>	<u>Total</u>
1970	Repairs	2,700	
	Seed	11,000	
	Fertilizers	8,000	
	Building & fencing materials	3,000	
	Miscellaneous	<u>1,300</u>	
1967-70	Total materials & repairs		<u>26,000</u>
	Average annual cost	30,000 plus	<u>49,500</u>
1971-75	Total Cost		<u>160,000</u>
	Project Cost		<u>209,500</u>



# COST & REVENUE BUDGET

Year	Cost						Revenue							
	Equipment	Purch.	Fuel	Livestock	Labour	Material & Rep.	Overhead	Debt.Paym.	Total Cost	Loans	Grants	Produce	Total	
1967	80,000		4,000		10,500	1,500	1,000		97,000	100,000			100,000	
1968	80,000		8,500		19,500	7,000	5,000	100,000	220,000	150,000	40,000	30,000	220,000	
1969	20,000		9,300	2,000	24,800	15,000	9,500	150,000	230,600	90,000	80,000	80,000	250,000	
1970	10,000		9,700	4,000	24,600	26,000	6,500	90,000	170,800		80,000	120,000	200,000	
Totals	190,000		31,500	6,000	79,400	49,500	22,000	340,000	718,400	340,000	200,000	230,000	770,000	
1971	15,000		10,000	10,000	25,000	30,000	5,000		95,000		80,000	140,000	220,000	
1972	15,000		10,000	10,000	25,000	30,000	6,000	20,000	116,000		80,000	180,000	260,000	
1973	15,000		10,000	15,000	25,000	30,000	8,000	40,000	143,000		80,000	200,000	280,000	
1974	15,000		10,000	20,000	30,000	35,000	10,000	40,000	160,000		80,000	250,000	330,000	
1975	15,000		10,000	20,000	30,000	35,000	10,000	40,000	160,000		80,000	250,000	330,000	
Totals	75,000		50,000	75,000	135,000	160,000	39,000	140,000	674,000		400,000	1,020,000	1,420,000	
Project														
Totals	265,000		31,500	81,000	214,400	209,500	61,000	480,000	1,392,400	340,000	600,000	1,250,000	2,190,000	
									Total Revenue	2,190,000				
									less Total Cost	1,392,400				
									Balance	797,600				
									less 50% of Grant (1972-5)	160,000				
									Net Surplus	637,600				

- a) Since present agreement between Federal and Provincial Governments terminates on March 31, 1970, a separate Budget is presented for the first 4 years.
- b) Budget assumes revolving loan repayable in full every year and renewed to 1970.
- c) 50% of grant repayable after 5 years.

## VI Organization

1. Local Level: The Development Committee and the Band Council have hired legal counsel and have been advised to set up a society under the Societies Act to act as responsible legal body to perform the following functions:

- a) Borrow monies.
- b) Purchase equipment.
- c) Hire and pay managers, foremen and workmen to carry out the project operation.
- d) Seek and obtain professional advice to plan operations and instruct employees to carry them out.

The Application for Incorporation of the Society has been forwarded, by the lawyer, to the Department of the Provincial Secreatry.

### 2. Provincial Level:

- a) Application for the grant to be made through the local ARDA representative to the Provincial ARDA committee, whose members will be responsible for the administration and distribution of the said grant as warranted by completion of the project.
- b) Extension workers from the Alberta Department of Agriculture (D.A.'s & D.H.E.'s, whose districts adjoin the reserve) will act as consultants and advisers in all phases of the project and will be granted free access on the reserve for that purpose.
- c) Department of Industry and Development will make personnel available to assist with obtaining financial backing for the start of the project.

### 3. Federal Level:

- a) Since Indians on reserves are benefitting, the total grant will be Federal responsibility as per Section 11, of the Federal - Provincial Rural Development Agreement.
- b) The Department of Indian Affairs will assist by providing the services of their placement officer and providing a grant to the Band Council for original payment of wages of a foreman until such time as loan monies are available, and to defray part of the expenses incurred by education tours, leadership and technical training courses which will be organized.

## VII Other Pertinent Information

1. All grain produced for market will be sold in the regular channels - either directly to feeders or to the Canadian Wheat Board under a single C.W.B. permit made out in the name of the Association.

3. Alternatives of action after 1975 considered may be:
  - a) Expansion of project on community basis.
  - b) Land Development program for individuals.
  - c) Continuation of present project for educational purposes  
e.g. demonstration farm.
  - d) Specialization and adaptation of project to new methods and practices.
  - e) Closure of community project and leasing out developed areas to individuals.
4. What happens if the project flops?
  - a) Since the grant is only obtainable upon achievement of the project, the ARDA Concept is safeguarded as the grant will not be expanded.
  - b) Since a revolving loan is considered, the loaning agency will be protected in case of failure for the first year by -
    - A. Government guarantee
    - B. Federal ARDA grant
    - C. Chattel mortgage on equipment
    - D. Possible lease of developed land

For succeeding years by -

- A. Provincial & Federal guarantees
- B. Chattel mortgage on all new equipment
- C. Returns from production of developed land
- D. Possible lease of increasing acreage of developed land.

5. Who will oversee the project? Under whose guidance and expert supervision will the project be?

The project is definitely being guided by fully qualified and experienced professional agrologists and a District Home Economist from Federal and Provincial ARDA and Extension Service of the Alberta Department of Agriculture, whose help has been secured by the Development Committee for drafting of the program. The administration of the project, land inspection, reports of work accomplished and approvals of grant claims will be the responsibility of the Provincial ARDA Staff.

The committee will be responsible for the hiring of qualified manager and supervisors who can work in cooperation with the local D.A.'s and County Fieldmen to insure the practice of timely and approved agricultural methods and techniques.

6. In case bank loans are issued, it has been suggested that possibly a chattel mortgage loan for 3 years could be made for the purchase of equipment and a revolving loan guaranteed by ARDA for operational purposes.

VIII Breakdown of Shareable ARDA Contribution

<u>Year</u>	<u>Total</u>	<u>Federal Share</u>	<u>Adv. Repayment</u>
1967-68	40,000	40,000	
1968-69	80,000	80,000	
1969-70	80,000	80,000	
1970-71	80,000	80,000	
1971-72	80,000	60,000	20,000
1972-73	80,000	40,000	40,000
1973-74	80,000	40,000	40,000
1974-75	<u>80,000</u>	<u>40,000</u>	<u>40,000</u>
	600,000	460,000	140,000



ARDA

## SCHEDULE 2

PROVINCE OF ALBERTA  
LA PROVINCE DE .....

CANADA DEPARTMENT OF FORESTRY  
MINISTÈRE DES FORÊTS DU CANADA

## AGREEMENT - ACCORD

Name of Project or Program - Nom Du Projet Ou Du Programme			
Saddle Lake Resource Development			
Authorized Under - Autorisé sous		State Class - Indiquer La Catégorie	
Part Partie	Section Article	Subsection Paragraphe	<input checked="" type="checkbox"/> New Nouveau <input type="checkbox"/> Supple- mentary Supple- mentaire <input type="checkbox"/> Revised Revisé <input type="checkbox"/> Renewal Renouveau
Of General Agreement - De La Convention Générale		Indicate Department - Agency - or Contractor responsible	
Location - Entroit		Local organization of Indians, and Chairman, Conservation & Utilization Committee, Dept. of Agriculture	
Saddle Lake Indian Reservation # 125		Indiquer Ministère L'Organisme Ou L'Entrepreneur en cause	

## ESTIMATED COST - COÛT ESTIMATIF

ITEM - DÉTAIL	TOTAL	LOCAL	PROVINCIAL	SHAREABLE PARTAGEABLE	FEDERAL CONTRIBUTION CONTRIBUTION FÉDÉRALE
Grants to land clearing 1967-68, 3000 acres @ \$40.	120,000.				120,000
1968-69, 5000 " @ \$40.	200,000.				200,000.
1969-70, 5000 " @ \$40.	200,000.				200,000
TOTAL COST COÛT TOTAL	\$520,000.				\$520,000.

Purpose and Description of Project: - Objet Et Description Du Projet

- (1) This submission covers costs for clearing 13,000 acres, 1967-70, at a cost of \$520,000 of which \$260,000 will be refunded to Canada when repayments of grants are made by the local Indian Association of the Saddle Lake Indian Reserve.
- (2) The Band Council has sponsored the Association and registered it under "The Societies Act" of Alberta, to plan farm development, provide for land clearing, fencing, building construction, machinery, operation, and training, with the objective of assisting in the establishment of economic farm units. 15,000 acres will be developed through 1968-71, and the necessary capital equipment and buildings will be purchased; a herd of beef cattle will be built up; the necessary training activities will be started.
- (3) Capital requirements - Land Clearing - 15,000 acres @ \$40.....\$600,000  
Equipment..... 220,000  
Operations for 2 years..... 20,000  
\$840,000
- (4) \$50,000 of the collateral has been provided by the Band Council. \$50,000 of collateral is guaranteed by the Alberta Government, which has also provided a development grant of \$40 per acre of which \$20 will be repaid in 5 annual instalments commencing 5 years after receiving the payment. The Alberta Department of Agriculture will administer the Provincial grant. There will be a supervisory Committee established and made up of members from the appropriate agencies associated with the programme. This committee will provide a seasonal review, and an evaluation by March 31st, 1970 to guide future Federal-Provincial assistance programmes.

Supporting Material Attached as Required - Pièces Justificatives Annexées Au Besoin

PROGRESS REPORTS REQUIRED - RAPPORT SUR L'ÉTAT DES TRAVAUX EXIGÉ

☐ Quarterly ☐ Semi-Annually ☐ Annually ☐ Other (Specify)  
Trimestriel Semi-Annuel Annuel Autrement (Préciser)

TERMINATION DATE OF PROJECT.  
DATE DE TERMINAISON DU PROJET

..31.....March.....1971..  
Day-Jour Month-Mois Year-Annee

Head, ARDA Branch		Minister-Ministre	
Day-Jour	Month-Mois	Day-Jour	Month-Mois
27	October	18	December
	Year-Année		1967

THE TERMS OF THE FEDERAL-PROVINCIAL RURAL DEVELOPMENT AGREEMENT MADE

BETWEEN CANADA AND THE PROVINCE ON THE ...15th... DAY OF ...April... 1965, SHALL SUBJECT TO ANY MODIFICATION THEREOF OR SUBSTITUTIONS THEREFOR, AS THE FEDERAL MINISTER AND THE PROVINCIAL MINISTER MAY AGREE UPON, APPLY TO AND FORM PART OF THIS AGREEMENT - LES TERMES DE LA CONVENTION FÉDÉRALE PROVINCIALE SUR L'AMÉNAGEMENT RURAL SIGNÉE PAR LE CANADA ET AL PROVINCE LE ..... JOUR DE ..... 1965, SERONT ASSUJETTIS AUX MODIFICATIONS OU AUX SUBSTITUTIONS QUE LE MINISTRE FÉDÉRAL, ET LE MINISTRE PROVINCIAL, AURONT APPRouvÉES LESQUELLES S'APPLIQUERONT ET SERONT INSÉRÉES DANS LE PRÉSENT ACCORD.

PLEASE QUOTE THIS NUMBER ON  
ALL CORRESPONDENCE - PRIÈRE  
DE MENTIONNER LE NUMÉRO CI-  
APRÈS DANS TOUTES LES LETTRES.

PROJECT NO. 38002  
PROJECT NO. 38002

ROLE OF MARGARET MAKOKIS IN THE  
SADDLE LAKE DEVELOPMENT PROJECT

by Mrs. Margaret Makokis

The role I played in implementing the Saddle Lake ARDA Project was by attending meetings.

I am a common housewife and mother of a large family. All of us Indians, struggled through hardships and a lot of frustrations resulted. Due to my frustrations, I became outspoken. On several occasions, I asked the Saddle Lake Band Council for permission to lease our land to outside farmers (white) but the answer they gave us was that they did not want to share the "CREAM OF THE LAND" with the white farmer.

In 1965, Miss Vivian Julien, an adult educator, organized a program of resource personnel to come out every week during the winter months. The interested businessmen of our closest town, St. Paul, were invited to attend all meetings. When the Community Development Officers' week came up, I thought this was my opportunity to speak up. So I said, "Our rich fertile land is at a stand still. We have a handful of farmers of which only two are successful and all the rest of us on the reserve live on Welfare Assistance." I think this aroused the Community Development Officers, so, with the town businessmen and the leaders of the reserve, they decided to hold a two-day Sociological Analysis Conference. There, we thrashed out all our bewilderments and ailments of our sick and idle community. It was at this meeting that the ARDA program was suggested to us. This was just what we needed and wanted. We did not delay in approaching the ARDA officials. Mr. Shields, the ARDA representative, came to sit with us to explain the assistance which may be at our disposal. We the Indians, were all in favour. We, then decided to relate the rosy possibilities to the Saddle Lake Band Members. This was agreeable to all. A motion in regards to a deal with ARDA was then resolved and passed.

A preamble was sent to ARDA, Winnipeg and a 10-year program was drafted and sent to Indian Affairs, Ottawa, for approval.



This ARDA project was in full swing this summer. More than a 100 people were employed. It was carried out with sound business ethics along with the advice of the local district agriculturists. There were more people asking for jobs than we could employ at that time and at present but as the project expands, we expect to have sufficient jobs for all. We can already sense the ambition and contentment of the people.

We, the Indian people are learning and putting into practice the white man's work-a-day way of life. We are very grateful to ARDA as this is the first satisfactory project we have ever experienced.

Mrs. Margaret Makokis  
Board Member of  
Saddle Lake Centennial Association  
(ARDA Project)

ROLE OF RALPH STEINHAUER IN THE  
SADDLE LAKE DEVELOPMENT PROJECT

Mr. R. Steinhauer in an interview with D. Coombs

Mr. Ralph Steinhauer was elected chief of the Saddle Lake Band of the Saddle Lake Reserve in December of 1966. Before this time he had served as a councillor for 30 years. During these years as councillor, Mr. Steinhauer had done much for the betterment of his people. In 1967 he was one of four Indians to be honored by Canada with a Centennial Medal for the service he had rendered to his people.

The people of Saddle Lake talked of developing some type of community farming effort during the 1950's. Jobs were becoming scarcer due to mechanization of surrounding farming areas. Whenever the subject of developing our land was broached to Indian Affairs Branch officials, it was pointed out to us that the cost involved was prohibitive -- no funds were available for this purpose.

When the Joint Committee of the House of Commons and the Senate held hearings in 1960, our band members elected a committee to draw up a brief (printed elsewhere in this report.) The brief included the community farming project proposal and during discussions at Ottawa, it was pointed out to the Joint Committee members that welfare payments to able-bodied men were increasing and could well be used for work on such a project. Some committee members approved the idea but there was no money made available for any development.

The people continued to discuss a farming project amongst themselves, since valuable agricultural land and the people to work it were our only assets. Community Development meetings held in St. Paul brought this proposal forward once more. District agriculturalists were finally involved in the meetings and they helped to bring the need for development to the attention of ARDA administration. The Band prepared a submission to ARDA who approved aid to the Community Farm.

The first 3,000 acres are now prepared for seeding in 1969 and the opportunity to work on their own land has brought to the people a spirit of enthusiasm and optimism which has been absent from the community for many years.

Since he was not an elected member, Mr. Steinhauer did not regularly attend the meetings of the Saddle Lake Development Committee which were held in the spring of 1966. However, he watched with interest and kept informed on how things were progressing. Although Mr. Steinhauer was one who had knocked his head against a "brick wall" promoting development for so many years, he explained that he had taken the lead in so many other programs that he didn't want to always be in the forefront.

When the meeting of September 28, 1966 was called, Mr. Steinhauer asked to present to the different government agencies present, a brief for a syndicate agricultural project. At this point, Mr. Steinhauer became very much involved. Much of his time and own money was spent in gathering information needed for the proposal to be presented to ARDA for approval.

Mr. Cardinal said, "Ralph speeded up the business twice as fast. His knowledge in the dealing with white people was of great help." Mr. Cardinal ended his statement by saying, "If it hadn't been for his (Mr. Steinhauer's) approval and help we wouldn't have gone far."

Mr. Steinhauer is still chief of the band and is a member of the Board of Directors of the Saddle Lake Centennial Association. The people of the reserve and the members of the board rely upon Mr. Steinhauer for leadership and guidance in decision making. However, with more decisions to be made, others are learning how to make them and Mr. Steinhauer is happy to see the progress which has been made.

ROLE OF TOM CARDINAL IN THE  
SADDLE LAKE DEVELOPMENT PROJECT

Mr. T. Cardinal in an interview with D. Coombs

Mr. Cardinal's role in the implementation of the present agricultural project was a very important one. Years before the implementation of the project Mr. Cardinal had tried to get the people interested in the development of their reserve. He said he lost many friends while trying to get people to think about changes which could better their situation.

The reason Mr. Cardinal gave for the adverse reactions to his probing was that the leaders of the reserve had "knocked their heads against a brick wall" for so long that they gave up "trying to get something from Indian Affairs". He completed his statement by saying they needed approval from "Great White Father" (Indian Affairs) before they could do anything.

As time passed it was only the older people who kept the traditional ideas and more of the people were beginning to understand what development could mean to them. In the spring of 1966, Mr. Cardinal was elected chairman of the Saddle Lake Development Committee. Thus, when asked what his main role was in helping to get the agricultural project implemented, Mr. Cardinal replied, "public relations".

Others involved with the project said Mr. Cardinal had done much of the "dirty work". Mr. Cardinal was asked exactly what the "dirty work" included. His answer was, meeting people on the reserve dead against the ideas presented and who had no faith in themselves or any Indians. Mr. Cardinal said many of the people would say, "What can Indians do? There ain't a thing."

Mr. Cardinal stated that he had an advantage over some of the others when speaking with the people. He said, "Political figures were afraid to make proposals because they might lose their jobs. Also, if someone had a grudge with a band councillor he wouldn't listen to any of the councillors. It was the leadership in the past that wasn't always able to cope with the situation at hand that often led to a dead end." As Mr. Cardinal put it, "They would get fed up with the movement and try another way."



While Mr. Cardinal was president of the Indian Association of Alberta he learned of ARDA as a possible source of help for the Indian people. Although ARDA was not brought into the forefront from this source, some knowledge of its existence within the directing group was helpful. When ARDA entered the picture and Mr. Gareau started to coordinate the activities, Mr. Cardinal's job was made easier. According to Mr. Cardinal, it was not the office of the coordinator, but Mr. Gareau himself whom they had to thank for the help in initiating the projects. He said, "I doubt if Mr. Gareau had not been in the office, if we would be where we are today".

Mr. Cardinal continued in his role as a public relations man and helped with the planning and organization of the project. Presently, Mr. Cardinal is the manager of the agricultural project and he continues to devote his time to the development of his people.

## ROLE OF LARRY GAREAU IN THE SADDLE LAKE DEVELOPMENT PROJECT

By L. Gareau

My first contact with the people of the Saddle Lake Indian Reserve came at a September, 1966 Development Committee meeting where I had been invited in the official capacity of District Agriculturist for the purpose of providing technical information on a project of land development.

Shortly thereafter, following my appointment as ARDA Regional Resource Co-ordinator, I accepted the responsibility of directing the Development Committee in drawing up the project plan for presentation to the ARDA authorities, as a request for assistance under the terms of the Federal Provincial Agreement.

This challenge was carried out in the following manner from October 1st to December 31st, 1966:

1st - Research of resources - working in co-operation with staff from Indian Affairs, P.F.R.A., Research Stations and Provincial Department of Agriculture, data on human and soils resources were obtained, compiled, analysed and submitted to the Saddle Lake Band.

2nd - Tentative drafts of plans and budgets were prepared and presented at a series of meetings with the Development Committee.

3rd - Resource personnel were contacted and brought in to assist the development committee in negotiating the necessary loans and in arriving at decisions on a project plan that would fully satisfy the needs, desires and objectives of the people, and at the same time, meet with the approval of the ARDA Authorities.

The final draft of the project, which I completed late in December was mimeographed and circulated widely. Early in January, 1967, at an informal meeting arranged by Mr. Stu Shields, on behalf of the Development Committee, I presented the brief to the Provincial and Federal ARDA representatives, who approved the principle of a land development grant of \$20.00 per acre, an interest free advance of \$20.00 per acre and some form of loan guarantee for the purchase of equipment and

operating expenses.

Following this, we proceeded to set up a legal body required, and the Saddle Lake Development Centennial Association was incorporated under the Societies Act.

In March 1967, the project was presented officially to the Provincial ARDA Advisory Committee.

The Province approved on the condition that the Association arrange for sufficient credit to implement the project. Upon the refusal from the Federal to carry any responsibility of a loan guarantee, it became necessary to revise the plan and start new proceedings for loan negotiations. Contacts with various banks and Indian Affairs Department brought new aspects to the project plans in so far as equipment purchases.

As the summer season of 1967 advanced, it became evident that no breaking could be performed in that year. Since the loaning agencies were hesitant to approve loans on heavy duty equipment we agreed on a compromise on the original plan whereby the heavy work of clearing and breaking would be contracted out and that the land would be developed at three times the rate.

When this compromise was finally approved, the project was resubmitted to the Province which approved it and in October 1967 officially presented the request for assistance to the Federal authorities.

Thus, from the early part of January 1967 to the 14th of December when the final request for assistance was finally approved by Ottawa, my responsibilities towards the project consisted mainly in lobbying between the Provincial and Federal ARDA authorities, the Indian Affairs Department, the Banks, the attorney setting up the charter of the Association.

In anticipation of involving contractors in the project, one special job I had to do was to obtain more information on land development contracts and first hand knowledge on the land clearing conditions of Saddle Lake.

Another delicate responsibility was to keep the fire burning in the hearts of the people of the Reserve, especially keeping the morale of the members of the development committee now incorporated in the Association, while the days dragged by and the situation appeared more and more hopeless.

The announcement of final approval of the project in December 1967

created a number of chores which had to be met at very short notice in order that the clearing could be done during the current winter and in my lap fell the responsibility of:

- 1 - Delineating areas to be developed.
- 2 - Preparing forms of tenders and tender applications.
- 3 - Preparing maps and supplying them to inquiring contractors.
- 4 - Making arrangements for hiring of project manager.
- 5 - Finalizing arrangements with banks, band council and Department of Indian Affairs and Department of Agriculture for loans and loans guarantee.
- 6 - Finalizing Arrangements with Department of Agriculture for working agreements and arranging for official signing of the documents.
- 7 - Preparing agreements and resolutions between Association, Band and Department of Indian Affairs for authorization of the use of the land.
- 8 - Preparing agreement forms between Association and individual Indians for the exploitation of areas adjacent to residences.
- 9 - Reviewing tenders offered by contractors.
- 10 - Preparing contract agreements between contractors and Association for the clearing.
- 11 - Inspection of the work performed.
- 12 - Submitting claims for grants.
- 13 - Payment of contractors.

As work of land clearing got underway, the revival of interest on the part of the Association resulted in a flurry of Board and Band meetings requesting information on the prospects of employment, orientation and training.

In March a two week agricultural short course was organized, directed and conducted with my assistance.

In April and May, I helped organize the brush burning, supplying maps, tender forms and information regarding costs.

I also prepared tender notices, tender forms, maps and specifications for the breaking contracts and assisted the Association in awarding contracts, purchasing machinery and supervising the breaking and land preparation of the first 3,000 acres of the project during the summer of 1968.

I assisted the Board in setting up a system of accounting, arranging for workmen's compensation and unemployment insurance and counselled on

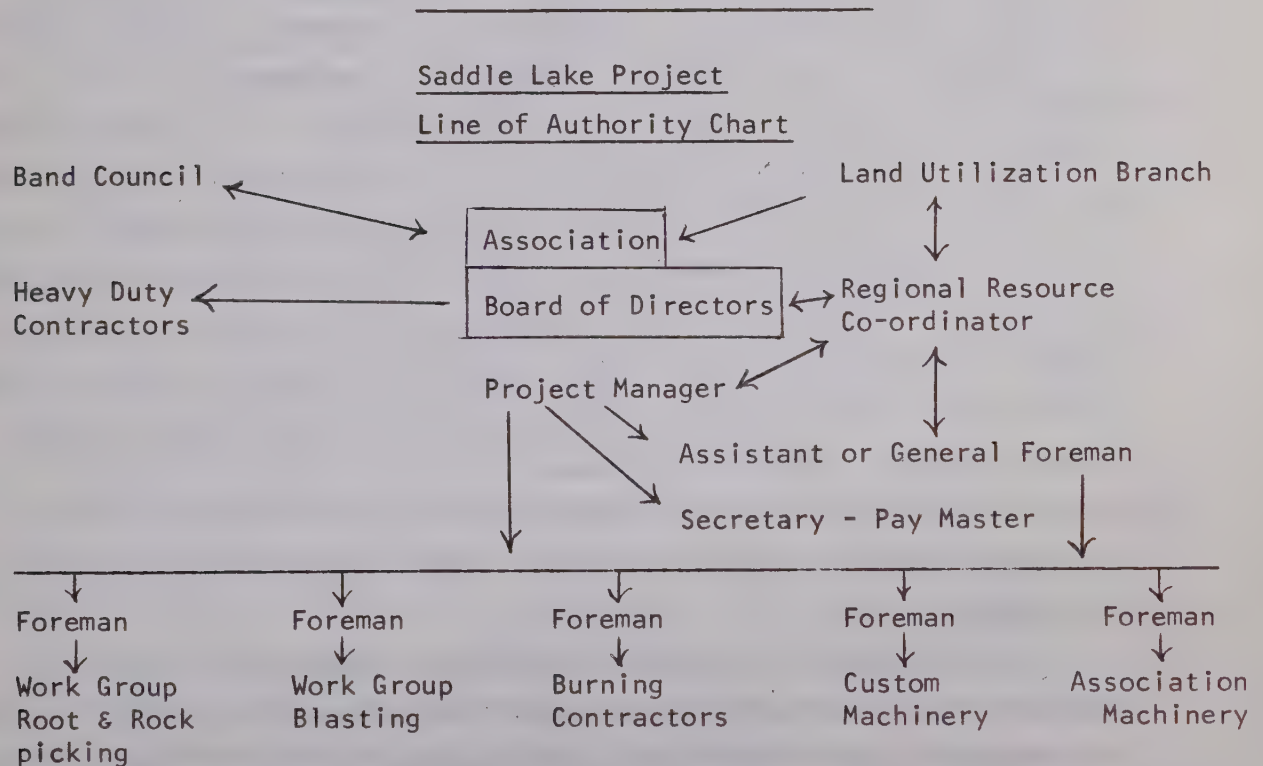


employer-employee relationships.

My present involvement remains one of counselor on all aspects of planning for development and agricultural exploitation of the developed land. I attend all monthly meetings of the Board, thus offering any advice that my experience is capable of contributing on arising problems.

While the Indian people can still rely on me as Rural Development officer, my services as professional agrologist have become less demanded.

I have now submitted a request for assistance under ARDA for the setting up of special Extension Staff to look after the requirements of District Agriculturist, and District Home Economist services for Saddle Lake and Goodfish Lake Indian Reserves. The acceptance of this project will in all probability relieve me of the pressure connected with the technical operation of the project and also take care of the now urgent need for education, training and human fulfillment.



## ROLE OF STU SHIELDS IN THE SADDLE LAKE DEVELOPMENT PROJECT

By Stu Shields

### Preliminary Discussions

In the ARDA Agreement of 1965 - 70 Item # 11, it reads:

"The Province may apply ARDA programs to Indian Lands and people in the event that Indians are involved in a program the Federal Government will negotiate special cost sharing arrangements to the extent that the Indians are involved".

On several occasions, questions were raised by people from Indian Affairs as to how the ARDA Program could be applicable to Indian Reserves. Mr. Lee Pratt, Western Regional Director of ARDA met with Indian Affairs, Provincial Supervisor Mr. R. Ragan and all the superintendents from the various districts and agencies in Alberta on September 15, 1966. I was asked by Mr. Pratt to attend this meeting with him. Mr. Pratt outlined the ARDA program and indicated that provision was made to assist in the development of physical resources on Indian reserves throughout Canada. As yet no projects had come forward, but he felt that these matters can be explored if the Indians were disposed to express their desire in this regard. It would be necessary for Federal ARDA people to discuss these details with each province, as they would help to initiate and guide these programs. Although the Federal Government would pay 100% of the cost, it was necessary to get the provincial people involved. This allotment would be in addition to the monies provided for each provincial allotment.

Mr. W. Perkins, Fieldman for PFRA Water Development Branch was assigned for a two month period August and September to assess the water development needs of the farmers and ranchers in C.D. 12. He had liaison with county and municipal offices and contacted the agricultural representatives and other field men in this area in the course of his duties. He investigated the need for water development on some of the Indian reserves at Saddle Lake and Goodfish Lake. He reported there was a desire on the part of these band councils to develop their grazing resources. Mr. Perkins in discussion with our office contacted Mr. H. Hargrave,

Deputy Director of PFRA and arranged for him to attend a meeting in St. Paul, September 28, 1966. This meeting included members of the Band Council and development committees. Mr. Hargrave outlined a program for the development of pastures on Indian Reserves. On his return to Edmonton Mr. Hargrave contacted me and suggested that I contact Mr. Ralph Steinhauer of the Saddle Lake Band Council and further assist them with details regarding the selection of areas for pasture development on the reserve.

Field Trip at Saddle Lake Reserve on October 18, 1966.

I accompanied Mr. W. Perkins to St. Paul and we contacted Mr. Ralph Steinhauer and arranged to meet with him at his home in the early afternoon. Mr. Steinhauer outlined to us the needs for developing all the agricultural lands suitable for crop production on the reserve and train the Indian families so they could eventually carry on farm operations and become successful farmers. It seemed evident from Mr. Steinhauer's comments that there was a need to make a survey of the reserve as many types of projects could be undertaken to assist in the overall development of these lands. I made the comment that these projects could likely be undertaken with ARDA assistance and this would in no way interfere with the present programs being carried out under Indian Affairs. Mr. Steinhauer advised that the band council along with the development committee would be meeting October 26 in St. Paul and he asked that I attend this meeting and discuss in detail the ARDA program and explore all the possibilities of getting some projects started.

Meeting October 26, 1966: Representatives from the Saddle Lake and Goodfish Lake area under the chairmanship of Mr. Tom Cardinal along with resource people met in the co-op board room. The idea of ARDA projects for Indian reserves was discussed in detail. It was pointed out that it was necessary to outline a plan and evaluate the potential of each area and bring forward an estimate of cost for development. There was considerable information now available through the District Agriculturalists offices and by getting more detailed information from the Alberta Soil Survey this information could be assembled for the next regular meeting. It was planned to undertake some field trips with the local committee to evaluate the grazing and agricultural potential of these reserves. On my return to Edmonton I contacted Mr. Earl Bowser of the Alberta Soil



Survey and he made available for field use at a scale 1" = 1 mile, soil capability maps of the Saddle Lake and Goodfish Lake reserves. It was agreed with Mr. L. Gareau, Resource Co-ordinator of C.D. 12 that Mr. Vic Janssen of the Economics Division be contacted to assist in making an inventory of these reserves. We planned a field trip on these reserves for October 31 and November 1.

Field Trip - October 31 and November 1, 1966.

Mr. Alex Johnston, Research Station, Lethbridge, Alberta accompanied me to St. Paul where we arranged for Mr. Ralph Steinhauer to visit the Goodfish Lake reserve and meet with members of their development committee. The topographical maps showing the soil capability were most useful. Mr. Melvin Steinhauer, Chairman of the Goodfish Lake development committee indicated to us there was considerable acreage of vacant provincial Crown Land adjacent to the reserve which they felt they could utilize in the development of a pasture. These areas were easily accessible and we checked the areas near settlement that could be developed for forage. It appeared there was a good potential for development of a pasture so the band members could increase their livestock operations.

Field Trip November 1, 1966.

The following group: Mr. L. Gareau, Mr. W. Dent, Mr. D. Berdine, Mr. Vic Janssen, Mr. Burke Nagle, Mr. Alex Johnston, Mr./Ralph Steinhauer, Mr. Tom Cardinal and myself toured the Saddle Lake Reserve taking the entire day. The soil capability map was used as a guide to check all areas and from it selected sites suitable for agricultural development; these areas were studied in more detail. Suggestions were made as to which lands were vacant and could be put under cultivation and those areas which were more suitable for pasture. The resort area around Saddle Lake and its development possibilities were noted. The development of fodder areas that could be improved by drainage and the potential irrigation from Saddle Lake were noted. The group travelled along the developed roads and trails, and were able to view every section of land on the reserve. Later on, arrangements were made to get copies of maps for all committee members and some large mosiacs were prepared by the air-photo section of PFRA. These were made available for the band council, Indian Affairs, Regional Resource Co-ordinator and Mr. Janssen's office.



Meeting Indian Affairs Office, November 10, 1966.

In order to keep everyone well informed as to the potential for development on the Saddle Lake Reserve, a meeting was held in the Indian Affairs office in Edmonton. Those present representing Indian Affairs, Mr. R. Ragan, Mr. M. Sutherland, Mr. W. Wacko, Mr. Cotrell and Mr. Fred Kjenner; Mr. Ralph Steinhauer and Mr. Tom Cardinal from the Saddle Lake Reserve. I was asked to present a brief outline as to the type of development we thought was possible on this reserve using the soil capability maps. We briefly outlined how this development would be presented for consideration as an ARDA project. The representatives from Indian Affairs were most co-operative and indicated they would give any help needed in assembling information.

Development Committee Meeting, St. Paul, Alberta, November 15-16, 1966.

Mr. L. Gareau in co-operation with Mr. D. Berdine and Mr. W. Dent outlined briefly a development program as a proposal for an ARDA project on the Saddle Lake Reserve. This was discussed in detail with members of the band council and the Committee expressed their desire to proceed and organize a legally constituted group to properly present this project.

November 16, 1966.

Mr. Harold Webber, representing the Government of Alberta as Supervisor of Co-operatives outlined to the committee members how they could be properly organized and do business as a co-operative, a limited company, or an association. It was agreed that committee members would study these proposals and get further details from Mr. Webber, and arrange to meet with him in Edmonton.

Meeting November 18, 1966.

Representatives from the two development committees of Saddle Lake and Goodfish Lake met in the community development office in Edmonton with the idea with presenting their plan of development to a committee of Provincial Cabinet Ministers. They were unable to make satisfactory arrangements for this meeting, but they went over these details with Mr. Whitford, Provincial Coordinator of Community Development, and members of his staff.

Meeting, St. Paul, Alberta - November 29, 1966

The development committee members from the Saddle Lake Reserve at their regular meeting discussed with Mr. T. Oldfield, Representative from Manpower, the various types of training programs that will assist them in adult training. Mr. L. Gareau, Resource Co-ordinator, had drafted a well outlined document as to the type of development that will be presented as an ARDA project with emphasis on training of Indian people in all phases of their resource development.

December 7, 1966

Mr. Merle White representing the Western Regional ARDA office from Regina went over the proposed project in detail. Extra copies were made available so that we could send them for a preliminary study to the ARDA office in Ottawa. It was suggested that a meeting be arranged early in January which would be attended by representatives of Indian Affairs of Ottawa; Federal ARDA office, Ottawa; Western Regional ARDA office, Regina; Provincial ARDA representatives so that this project could be properly presented under the direction of Mr. L. Gareau along with members of the Saddle Lake Development Committee. This would be an informal meeting where information could be exchanged so that the final presentation as an ARDA project could be proceeded with. On December 30, 1966 the development committee under the chairmanship of Mr. L. Gareau met for final discussion as to how this project would be presented. They particularly were anxious to discuss financial arrangements, especially how this project could be financed, having the development committee making their own financial arrangements through a chartered bank.

Meeting in Edmonton, January 9, 1967

Present: Mr. L. Marchand, Special Advisor to Indian Affairs, Ottawa; Mr. W. T. Burns, ARDA Office, Ottawa; Mr. Lee Pratt, Mr. Merle White, ARDA Regional Office, Winnipeg; Mr. Eric Holmes, Mr. Fred Kjenner, Indian Affairs Office, Edmonton; Mr. R. Steinhauer, Mr. T. Cardinal, Saddle Lake Reserve; Provincial ARDA Director, Mr. G. R. Sterling; Mr. Cy McAndrews, Special Program Director; Resource Co-ordinator, C.D. 12, Mr. L. Gareau and assistant Miss E. Zawaduik; Mr. S. F. Shields, PFRA, Edmonton.

This was a very informative meeting which was conducted by Mr. L. Gareau. All those present had a copy of the project outline and it was discussed in detail. Mr. Harold Webber representing the Provincial Co-operatives was called in to the meeting and outlined how the committee could be organized as a legal body to conduct their own business. All those present from the Federal ARDA and Indian Affairs recommended that the committee proceed, and present this project through the Provincial ARDA organization. The Federal ARDA representatives advised that the Provincial ARDA machinery would be used to carry out the same routine procedures as with all other projects. Provincial personnel would be used to counsel, give guidance and training and this would be estimated in the total cost to the Federal Government. It was arranged that Mr. Merle White would go over these details with the Provincial ARDA representatives and discuss the financial arrangements in more detail and help finalize the project proposal for presentation.

March 8, 1967

This project proposal for the development of the Saddle Lake Indian Reserve was presented to the Provincial Advisory Committee at their regular meeting. Mr. L. Gareau and myself provided additional information to the committee members and after considerable discussion the project was approved. It was sent on to the provincial co-ordinating committee where it was held for several months and reviewed by the Alberta Cabinet. The necessary financial arrangements were agreed upon and the project was forwarded to Ottawa where it was finally approved, December 18, 1967.

EVIDENCE

(PROCEEDINGS OF A MEETING OF THE JOINT COMMITTEE OF THE SENATE AND  
THE HOUSE OF COMMONS)

Thursday, June 9, 1960.

The Vice-Chairman: Ladies and gentlemen, if you will come to order, we have a quorum now.

We have the Saddle Lake band represented this morning by two delegates, and Frank Fane has asked for the opportunity to introduce these two gentlemen to us.

Mr. Fane: Mr. Chairman, members of the committee, I am always very distressed that I am not a member of this committee, and I would love to be very much. But today you have before you two members from the reserve that is almost entirely in my constituency; that is, the Saddle Lake reserve in Alberta. They are here to present a brief, of which I am sure you all have copies. Councillor Ralph Steinhauer, on my left, is presenting the brief on behalf of the Saddle Lake reserve, and Mr. Edward Cardinal is here to back him up.

If it is possible, and if they need any more backing up, I will be available to help them out - not that they need any help, because they can look after themselves in any company. Thank you. Mr. Steinhauer?

The Vice-Chairman: Thanks very much, Mr. Fane. Mr. Steinhauer?

Councillor Ralph Steinhauer (Official Delegate, the Saddle Lake Band): Do you wish me to proceed with the brief, Mr. Chairman?

The Vice-Chairman: Yes, and it is all right to remain seated.

Mr. Steinhauer: Thank you.

This brief is presented on behalf of the Saddle Lake band, Alberta.

The Indians of Saddle Lake respectfully submit their suggestions to the joint committee of the senate and house of commons on indian affairs for the improvement of conditions socially and economically on and off the reserve.

1. Preservation of Treaty Rights

(a) We are primarily concerned with the preservation of our treaty rights. The continued protection of our reserve lands for the use of our people should be assured in perpetuity. This would include mineral rights on all lands held in reserve for the band at any time, including all surrendered land. With this assurance of protected treaty rights we would ask for full citizenship privileges. We believe that the signing of a waiver to obtain the federal vote as required under section 86 of



of the present Indian Act is most unfair. All discriminatory legislation should be removed from the statutes. It implies an inferiority in the Indian people which is not in accordance with the facts. Training and opportunity can make us equal to any citizen in Canada. We see nothing inconsistent in this request. Our people could develop a sense of equality with their white neighbors, while continuing to receive special assistance from treaty benefits to help us to adjust to modern civilization.

(b) At the present time some of our young people hesitate to work and settle near a job off the reserve since they feel their treaty rights might be in danger. In this connection we would ask for repeal of section 112 of the Indian Act which provides for compulsory enfranchisement.

## 2. Education

(a) We are well aware of the value of an adequate education for our young people. They will be better able to compete for jobs with equal educational opportunities. Under existing conditions it is impossible to obtain well-qualified teachers in the Indian schools. We suggest that Indian education be placed under provincial administration. This would bring local problems to the attention of local authorities who would be in a better position to deal with them. Under the present set-up there is little attempt made to deal with juvenile delinquency. Parents must be encouraged to raise standards of living and discipline by enforcement of the provincial child welfare Act.

(b) The establishment of hostels for children attending school could solve many problems. Integrated education has improved the standard of education but has brought new problems. Supervised boarding houses would bridge the gap between residential schools and day schools or integrated schools. Some children cannot take advantage of such opportunities if they live too far from bus routes. Children whose parents are engaged in seasonal work off the reserves cannot attend school regularly. High school students in some homes have no suitable place to study undisturbed. Hostels could provide supervised study and reference texts.

(c) We find there is need of some provision for young adult education. Many young people stop attendance at public schools and later

find they must have further education if they wish to enter trades or professions. We suggest the establishment at a central location of an institution to provide accelerated courses to assist young people in obtaining sufficient education to enter technical training schools.

(d) Another form of adult education required is a leadership course for chiefs and councillors. This could be arranged similar to the courses held at the Banff school of fine arts, with the same high calibre of instruction. A few members from each band council could study together for a few weeks such matters as conducting a meeting, public speaking, discussions and other subject which would give them a clearer idea of the business which a council should handle for the band.

### 3. Health and Welfare

(a) Medical and hospital services for Indians lags behind that available to others. We are not able to pay for health care at present and for some time to come we will need a continuation of the free health care provided for us. Curtailment of the issuing of drugs and supplies creates hardship in some cases. Medical and hospital services should be restored to Indians working outside the reserve. The fear of losing these services deters many of our young people when considering permanent jobs away from the reserve. In some instances when illness strikes a family, a good job is relinquished to return to the reserve.

(b) There is a pressing need for more qualified social welfare workers. In Alberta there is one university-trained worker for all reserves. We suggest at least one for every agency.

(d) Some combined scheme of grants and loans would accelerate the building program. Those who are earning a living through agriculture or local work could make good use of this type of assistance. At present they cannot afford adequate housing and are not eligible for free welfare housing. Long term loans similar to national housing loans could do much to assist in building properly constructed houses.

(e) We would like to have a written undertaking from the government to the Indian receiving a welfare grant for housing, that the house would become his personal property. This would reassure those who hesitate to accept welfare housing because they fear that they may have to pay

something. It would also protect the man who puts his own work for money into a house built with a welfare grant.

(f) A home for the aged is another requirement on our reserve. There is no plan at all for care of our old people. Facilities should be provided along the lines of those available to non-Indians in the province.

#### 4. Administration

(a) Under present policy the chief and councillor on many reserves are attending council meetings without any recompense for time or mileage. In some instances the councillors are handling duties previously performed by paid government employees. There should be funds available to bands to pay costs of administrative duties performed by councillors or committee members. There should be additional provision made to assist a band with administrative costs where they take over the management of revenue moneys under section 68 of the Indian Act. We suggest that this money be paid on a per capita basis as an administrative grant.

(b) Credit facilities are not available to Indians engaged in farming or other undertakings on reserves as they are to non-Indians. Section 69 of the Indian Act provides a revolving fund from which loans can be obtained. However, it has been our experience that this money is not readily available. We would like detailed explanation of terms under which application and approval of such loans can be obtained.

#### 5. Economic Aid

(a) Direct relief to able-bodied workers does nothing toward increasing economic stability. This money would be better spent in winter work projects. There is no market for labour on the reserve nor in the immediate vicinity. Our reserve contains some of the best farm land in Alberta but due to lack of investment capital and management ability most of the acreage remains unused. There should be some way to get this land into production for the benefit of the band. Possibly the development of a community farm could provide work through relief money paid for wages. Such a project would not likely be a paying proposition but some form of local employment is necessary for family men on the reserve.

Our people have come through many changes in the past hundred years -

from nomadic buffalo hunters to the atomic age. The promise in the treaties to "teach the Indian people the ways of the white man" has been sadly neglected. We need special help and guidance to attain a level of equality with other groups in the community. Raising our economic status would increase our self-respect and help us to gain the respect of our non-Indian neighbours. Most of all we need a helping hand from our neighbours - their sympathy, patience and tolerance.

The Vice-Chairman: Thank you very much, Mr. Steinhauer.

Ladies and gentlemen, we will start with No. 1 and any of the members of the committee who wish to ask questions of Mr. Steinhauer or Mr. Cardinal, may proceed now.

However, before we proceed with questions, I would like to draw to your attention, Mr. Steinhauer, that there are two sentences in your No. 1 section - the signing of a waiver to obtain the federal vote, which now has been corrected; and the last sentence of (b) - and I think the minister has assured you people that this will be removed as soon as possible - at least, the compulsory portion of section 112.



INDIAN PLEA - June 2, 1962, Saddle Lake

The promises which were made by Queen Victoria and agreed to by the Indians of Canada, are slowly changing as time goes on. It was said that Treaty Rights were to be kept "as long as the sun shines, the grass grows, and the rivers flow". Now we see that many of these promises are not being kept but the sun still shines, the grass still grows and the rivers still flow.

We would like the candidates to give us a written guarantee before we do vote that these Treaties will be honoured. We want you to show us in black and white the proof that all the promises will not be broken. My dear candidates, do not be surprised to hear us talk this way because we know that we will never change into a White Man even though we do vote. We will always remain Indians, no matter what we do, because we want to remain Indians.

Here on the Reserve we have many problems which we would like to mention at this time.

HOUSING - there is a rumour that the houses will have to be paid for. We would like to know on what basis this payment will be made. We suggest that future houses be built with the same arrangements as the houses previously built, that no financial obligation on the part of those receiving the house, as we do not have the means to pay this.

WELLS - there is a lack of good wells on the Reserve and people are using contaminated water from sloughs, creeks, melted snow water against the good health practices as told to the Indians by Health authorities.

HOSPITALIZATION & MEDICAL SERVICES - we find that in the last few years we have been asked to pay for medicine, doctor's and hospital bills, especially the Indians living off the Reserve. We want to know how long this has been and why.

TAXATION - we always believed that Indians would be tax free (Income Tax) - whether on the Reserve or off - but we find Indians off the Reserves are paying taxes. We oppose this.

COMMUNICATION SYSTEM - we need telephones on the Reserve in cases

of emergency and necessity. We would like to see a pay station as the present phones are private phones and there are complaints if we ask to use them at odd hours.

AGRICULTURE - we need financial assistance to operate or start farming in mixed farming, ranching and so on. We suggest that ranching might be a good undertaking in our Reserves because of plentiful pasture land and haying land. This might enable the Indians to become self-supporting in time so they will not always have to leave the Reserves to look for work. We do not have enough money to begin such things and the ordinary sources of credit are not available to the Indians. The revolving loan funds of Indian Affairs are not enough to meet all these needs as this fund is used by so many people there are not enough funds to go around.

SCHOOLS - According to Treaty No. 6 it states that "Her Majesty agrees to maintain schools ..... in such Reserves ..... whenever the Indians of the Reserves shall desire it". This is one of the reasons we have repeatedly asked for Residential Schools on the Reserve. Other reasons are that many of the families must leave the Reserve to look for work and are forced to leave their children with others to look after. This is not a good situation as it leads to misbehaviour and minor delinquency, or else which is just as bad or worse, the parents have to take the children with them forcing them to quit school.

SCHOOL INTEGRATION - we oppose the present school integration program, not on the principle of the matter of integration, because the Indians are slowly integrating anyway, but we protest the methods and manners that are being used to get this type of integration to come about.

DEVELOPMENT OF THE RESERVE COMMUNITY - we take the stand that our Reserves should be developed as communities with various industries and means of earning a livelihood. We are very strongly opposed to the idea of doing away with the reserves as such. If the Reserves were closed altogether what will become of the land? and where will the people go? and what will they do? Is the White Man not satisfied that we have given away and signed over to them nearly all of our land?

will they be satisfied only when they've taken every last bit of it? We would like to see our Reserves developed for our use. We want to keep some of this land of Canada, that is why our forefathers signed the treaties. Now we see and hear the White Man and Government talking about doing away with the Reserves altogether. We will oppose this taking away or doing away with the Reserves. What we want is to see them developed as good communities so the Indians will always have their home land, and a place to live and earn their livelihood.

INDIAN AFFAIRS OFFICIALS - we feel that the Indian Affairs officials should take a course in Indian culture and anthropology so they will have an understanding of the nature of the Indian people, which is different from the White Man. We especially object to seeing newly-arrived foreigners in responsible positions in Indian Affairs when these people have no idea of what the Indian people are like - and have never seen an Indian in their whole life. Yet they are given responsible positions and important jobs over the Indians when all they know about the Indians is what they've seen in Hollywood movies. There must be enough people in Canada who have grown up with or near the Indian who will understand them better. Now there are even many young Indians who are becoming educated well enough to take responsible positions in Indian Affairs. But these young people are persuaded to leave the Indians and the Reserves and integrate in the White society. We feel these young people who are educated should come back to the Reserves and help us who need their education and their leadership to make our Reserves a better place in which to live.

OLD AGE HOMES - we have a great need for individual family homes for the old people. Homes are being built for old people and our people are not benefitting from these. The present homes on the Reserve are all one-room mud-plastered huts and do not have enough space, and are not complete even after fifteen years.

PROVINCIAL OIL RIGHTS - we understand all citizens of Alberta are benefitting from oil-royalties from the provincial government but the Indians' cash share was stopped about three or four years ago. We would like to know why and what is happening to this money now.

We suggest that such money could be used for such things as Old Folk homes (see above), campsites and so on, on the Reserves.

There are many other things we would like to mention such as recreational centres, community laundries and showers, development of natural resources and so on. We want you to have an idea of the problems on the Reserve so you will know how the Indians feel and think, and will understand them better and maybe be able to help us.



SADDLE LAKE COMMUNITY DEVELOPMENT MEETING

Meeting was held at the Church basement on February 13, 1966.

Chairman - Eugene Steinhauer. Secretary - Mark Steinhauer.

Topic - Community Development. Bill Wacko, Indian Affairs Development Officer will be here on February 17th.

Purpose of meeting - to discuss different topics for community development on Saddle Lake Reserve. We have to choose what we want ourselves, not the Government and don't ask for money at the start.

Margaret Makokis - "Jim Whitford was here and I think he made us understand what community development means".

Ruben Bull - "I was afraid about this tax question. I was made to understand that I would be compelled to pay 20% of medicine and different things besides these items. Let us stick with the Federal Government, not the Province. I am always afraid of this."

Tommy Cardinal - "A community ranch - we would bale hay, grain and so on. Employment would be available for young men. Gardening for our community. Place for market. Steady job for our men. Poultry - good money on this program. Private enterprise - family farm on co-operative basis between father and sons. If you want community development on the Reserve. Post office, Co-op store."

Mrs. Paul Memnook - "What about the women? Where are you going to put us to make money?"

Tommy Cardinal - "Industry - get the G.W.G. to come in as a unit - work for women."

Mrs. Margaret Makokis - "We should have a laundry back on the Reserve."

The following is the agenda for this meeting:

Cattle ranching - sources of raising money

Mink ranching

Farming (community)

Mining

Minerals

Power

Industry 0 mineral resources

Laundry - sanitation

Gardening - products

Labor development - organizing own labor groups

Poultry - turkey

Family farming (Father and son project)

Community development - such as Post Office, Co-op store, filling station and Recreation centre

## COMMUNITY DEVELOPMENT PROGRAM - SADDLE LAKE RESERVE

A meeting of the Community Development Program Committee was held on September 28th, 1966 at St. Paul, Alberta. The meeting was called to order by Chairman Robert Drouin at 10:40 a.m. Forty-two people were present including representatives from Community Development Committees of the Saddle Lake and Goodfish Lake Reserves; Indian Affairs; Department of Agriculture St. Paul, Bonnyville and Two Hills; P.F.R.A.; Edmonton Journal; St. Paul Journal; Chamber of Commerce of St. Paul.

Mr. Tommy Cardinal, Chairman of the Saddle Lake Community Development Committee, conveyed the feelings of the Band members of the Saddle Lake and Goodfish Lake Reserves for the need of the Community Development Program. Because the local citizens displayed a greater interest in the Indian people, a seminar was held in the spring for the purpose of discussing and planning a program in Syndicate Agriculture to create employment on the reserve. At present the skills of and job opportunities for the Indian people are very limited and therefore the younger members of the Band feel that a program such as the following will be useful in that it will develop their personal status.

THE PROJECT: Mr. Ralph Steinhauer, Councillor of Saddle Lake Band, outlined the program in general.

### Syndicate Agriculture Program:

1. Approximately 45 to 55 thousand acres are available to be made productive for agricultural purposes.
2. Approximately 8 to 10 quarter sections could be developed in the first year of the program and increasing 2,000 acres per year thereafter to total 30 to 40 thousand acres over a period of 8 to 12 years.
3. This program will begin as a grain growing project and could gradually be developed in areas of stock, hog and poultry raising and gardening.
4. Machinery is to be the property of the Band and manpower can be made available from the reserve, with an increase in these as time goes on.

5. Major purpose of this program in the development of human resources.

What will this plan involve?

1. Clearing and breaking of Land - new machinery will be needed; manpower will be needed.
2. Fencing - many fences will have to be put up which will involve manual labor.
3. Advice and Criticism - will need advice, criticism, suggestions, etc. from Indian Affairs Department, District Agriculturists, P.F.R.A.
4. Training of Indians - will need training for the operation of machines and in agriculture.
5. Financing - will need outside assistance to finance this program.

RECESS; 11:10 a.m. Meeting resumed 11:20 a.m. with the program being discussed in detail.

Manpower

Mr. Gareau, D.A. from Bonnyville, inquired about the manpower available. Of the 200 men available, how many would subscribe to this plan? Tommy Cardinal stated that there are enough capable people to train in courses such as agriculture, mechanics and/or vocational school, but that it would be difficult to get the co-operation of the whole band. Mr. Jerry Uhryn questioned the availability of 200 men or was this a presumption. Mr. Gareau gave one example which would involve manual labour, namely root picking. Mr. Steinhauer voiced the opinion of many band members that they would prefer to work on the reserve rather than having to go to Taber to pick beets. He also stated that the people are aware of this proposed program but the program in principle has to be accepted by the Department of Indian Affairs before the band members can be approached.

Advice and Criticism

The Indian Affairs personnel advised that a strong representation from the band to present the plan to the Department will be needed. The project will be examined and if the prospect of improving economic position is good, then it will be accepted and the band will be allowed to invest in such a program.



Mr. Thrall, representing A.R.D.A., advised that assistance could be given but several factors would be taken into consideration. Provincial facilities must be used. The Community Development Committee should approach the provincial A.R.D.A. with an outline of the proposed project, and it will survey the prospects. In turn, the provincial ARDA will present this proposal to the federal ARDA.

RECESS: 12:00 Noon, lunch at the St. Paul Co-op Cafeteria sponsored by the Band Council. Meeting resumed at 1:15 p.m. with Mr. Roland Rocque, on behalf of the Chamber of Commerce, welcoming the people present and speaking a few words on the proposed plan.

#### Advice and Criticism (Cont'd)

The views of the District Agriculturists were discussed. Mr. Gareau assumed that \$100,000 for the initial investment is required. Mr. Dent, D.A. of Two Hills, disagreed and voiced the opinion of \$200,000 would be required because new machinery would have to be purchased. He also stated that the key to the whole plan was how much money can be made available for ten years. Both gentlemen were in agreement that \$100,000 to \$200,000 should be expended because this amount would be used for welfare assistance. Chief Ruben Bull also commented in favor of using this amount in that it will help the Indian to gain self-respect, and that welfare assistance is hindering the Indian rather than helping him.

Mr. Hargrave, a representative of P.F.R.A. of Regina, briefly outlined the purpose of his organization and that it was concerned in developing soil and water for production. Their policy with regard to community pastures was explained in full:

1. Term - ten-year lease.
2. Revenue - of the fees collected, 1/3 would go to the Band.
3. Installation - putting up fences, wells, corrals, springs, etc. are determined by P.F.R.A.
4. Management - Try to have the Indian people in charge but the final decision would be made by P.F.R.A.
5. Access - rights reserved by Band for hunting, preferably in the late fall.
6. Residences - P.F.R.A. will move Indian homes to communities or if they wish to stay in that location, P.F.R.A. would provide fences around their farmstead.

7. Grazing - Indian cattle owners would have first priority.

8. Construction - P.F.R.A. would commence when funds are available from Government of Canada.

9. Training of Indians - to learn about the cattle industry they would assist as riders and then become managers.

#### Financing of the Program

Mr. Gareau suggested that it should be ascertained where financial assistance for this type of program is available.

1. Band Funds - Mr. Cottrell reported that there is approximately \$200,000 in the Capital Account of Band Funds, but it is not sufficient to swing a project this size nor should they completely deplete their funds on this. The Capital Account is budgeted and expended beneficial to the Band as a whole. The Revenue Account is budgeted and expended every year. Mr. Steinhauer commented that the Capital Account draws interest but it couldn't be used to launch a project such as this. He also stated that if any revenue was obtained from this program that it could be invested as well. The Band Council agreed to contribute initially but conservatively, and as time goes on they would contribute on the basis of volume of construction.

2. Department of Indian Affairs - Mr. Cottrell, Superintendent, expressed the policy of his Department. He did not make commitments on a definite amount that could be given, but he did assure the Band Council that Indian Affairs would probably match any contribution by the Council provided the plan was acceptable.

3. The Prairie Farm Rehabilitation Association - Through their grass production and livestock production policies they could assist the program. The land will be cleared for livestock grazing and will be reseeded at the cost of \$2 to \$4 per acre. The clearing would be done preferably in the winter months. The cost of development such as putting up fences, sheds, corrals, etc. would be \$3 to \$5 per acre. The Band would not be required to repay P.F.R.A. for their assistance received in the ten year period. Mr. Kjenner, I.A.B. Assistant, in reply to Mr. Gareau's question of the possibility of developing such an area on the reserve, reported that there was a potential of approximately 5,000 acres for grazing livestock.

4. Mr. W. H. Thrall reported that A.R.D.A., under the previously mentioned conditions and complete utilization of the program by the Indian people, can give maximum assistance of 100%.

#### Acceptance of the Program

Mr. Steinhauer requested the principle of the proposed program of Syndicate Agriculture be accepted if feasible. Mr. Gareau moved that we approve in principle the plan proposed to us such as:

1. Approximately 45 to 55 thousand acres are available to be made productive for agricultural purposes.
2. Approximately 8 to 10 quarter sections could be developed in the first year of the program and increasing 2,000 acres per year thereafter to total 30 to 40 thousand acres over a period of 3 to 12 years.
3. This program will begin as a grain growing project and could gradually be developed in areas of stock, hog, and poultry raising, and gardening.
4. The machinery is to be the property of the Band and manpower can be made available from the reserve, with an increase in these as time goes on.
5. Major purpose of this program is the development of human resources. Seconded by Mr. Jerry Uhryn. CARRIED.

#### Setting up a Committee

Suggestions for setting up a committee to investigate the matter of obtaining the expert help of various organizations were made by Jerry Uhryn.

1. Mr. Drouin, Chairman, suggested that a qualified person should be obtained to make a survey regarding this project. Mr. Thrall volunteered to make arrangements for the survey upon request of the Band Council via resolution. The request will have to state the type of information desired and area where the survey is to be carried out. The findings from the survey will be related to the people personally. Mr. Hargrave volunteered the services of Mr. Shields to make any necessary survey.

2. Mr. W. H. Thrall named the following two criteria which the committee could use: a) What kind of administration will you have -- partnership, corporation, private, etc.

b) Does your project have a commitment from the Band for the land you intend to use?

3. Mr. Thrall advised that Indian Affairs has consultants for legal advice to the Band upon request. Mr. Uhryn replied that legal assistance could be obtained locally.

RECESS: 3:30 to 3:50 p.m.

4. Mr. Thrall, at the request of the Band Council, will be a member of the Community Development Committee but that this request should be channeled through Mr. Cottrell.

#### The Committee

Volunteers for the committee are:

1. Mr. Jerry Uhryn, Manager of St. Paul Co-op.
2. Mr. Thrall, at request of Band.
3. Mr. Gareau, Mr. Berdine and Mr. Dent, District Agriculturists.
4. Committee members from the Saddle Lake and Goodfish Lake Reserves.

It was decided that a meeting of this committee should be held

1. Date: Wednesday, October 26, 1966.
2. Time: 10:00 a.m.
3. Place: St. Paul Co-op Board Room.
4. Agenda:
  - a) Cost of the operation of this project.
  - b) Who will assist in this project.
  - c) When will this project begin.
  - d) Where will this project take place.
  - e) What name can this organization be given.

Father Gagnon requested that the Band members come to a meeting which will be held on Sunday, October 2, 1966 at the Saddle Lake Hall, for the purpose of further discussing the proposed Syndicate Agriculture program with Band members.

Closing remarks were made by Roy L. Piepenburg, Ralph Steinhauer, Chief Ruben Bull, and Chief Julian Moses.

Moved by Jerry Uhryn that meeting adjourn. CARRIED. 4:15 p.m.



MEETING OF COMMUNITY DEVELOPMENT COMMITTEES  
SADDLE LAKE AND GOODFISH LAKE INDIAN RESERVES:

Held in St. Paul, October 26/66 - 10 A.M. to 5 P.M.

Chairman - Mr. Drouin

A group of 25 people met in the Co-op store board room to exchange information, and plans were drawn up for ARDA proposals on the Saddle Lake and Goodfish Lake Indian Reservations.

SADDLE LAKE RESERVATION: This reservation has a large acreage of good arable land classified as black soil and thin black. The detailed soil survey has not been done on this area, but sufficient reconnaissance and land capability studies are available from the Alberta soil survey at the University. There is approximately 7000 acres cultivated on this reserve, and it is estimated that 45,000 acres is classified as good arable, 30,000 acres is at present unoccupied. The Indian people are interested in a program for the development of these good agricultural lands, so that many of their people can be better employed and be involved in this development. Some of the rougher lands can be cleared of brush and developed into pasture units. Mr. Julien Moses, Chief of the Saddle Lake Reserve along with Tom Cardinal, Chairman of Community Development and Ralph Steinhauer, Councillor along with other representatives spoke of the needs of this reserve.

It was proposed that areas being selected for development and a program be written up for ARDA as well as for proposals that will be made to Indian Affairs.

GOODFISH LAKE: Mr. Ruben Bull, the Chief of Goodfish Indian Reserve along with Committee members outlined a plan of development for this reserve. This area has not the same potential of good arable land, but they would like a survey indicating it's best use. A program of pasture development to increase livestock and development of feed reserves seems to be the best possibility. There is considerable vacant Crown Land adjacent to this reserve that may be needed to properly develop pasture projects. Representation should be made to the Alberta Government of the Department of Lands & Forests to see if such an arrangement could be considered. It was

proposed that any program for development would give major consideration for the developing of human resources through better employment opportunities and training of the people involved.

Research Personnel:

Mr. L. Gareau - Regional Research Co-ordinator, Census Division #12

Miss Edith Zawaduik - Assistant Co-ordinator, (D.H.E.)

Mr. William Dent, D.A. Two Hills, Alberta

Dennis Berdine, D.A. St. Paul, Alberta

S.F. Shields, P.F.R.A. & ARDA, Edmonton, Alberta

Mr. Cottrell - Supt. Indian Affairs, St. Paul, Alberta

Mr. B. Bates - Representing Native People, Edmonton, Alberta

Mr. W.H. Thrall - Indian Affairs, Edmonton, Alberta

Mr. Gareau outlined in detail estimates of the cost of developing land under tree bush cover which is approximately \$50.00 per acre. A plan as to the type and cost of equipment needed was also presented. This information will be assembled in a report to the band council to be included as an ARDA project and also to the Department of Indian Affairs.

Mr. Shields indicated that surveys would be undertaken if desirable, as to the type of land that could be best developed for pasture. Assistance would also be given to the band councils in preparing ARDA submissions. Federal ARDA personnel would be called in to discuss these projects and give extra assistance that would be required in preparing this outline.

It was agreed that the resource people would meet with the band councils November 15, 1966, and the community development groups on November 16, 1966 to discuss any details of these project proposals.

COMMUNITY DEVELOPMENT PROGRAM  
SADDLE LAKE RESERVE

Meeting of Development Committees at St. Paul on November 15th & 16th.

People present:

Chief Rueben Bull	H. W. Webber
Melvin Steinhauer	Jerry Uryhn
Homer Jackson	Stu Shields
Fred Cardinal	Bill Dent
Tom Cardinal	Dennis Berdine
Margaret Mackokis	Doug Penny
Emma Steinhauer	Edith Zawadiuk
Mr. Shirt	Laurent Gareau
Louis McGillvary	Ralph Steinhauer
Mr. Kirkby	Mr. Cottrel
Mr. Thrall	Fred Kjenner

November 15th.

Meeting called at 10:00 a.m. in the Board Room of the Co-op Store.  
Chairman Elected - L. Gareau, Recording Secretary - Emma Steinhauer.

Guidelines for the presentation of an ARDA project of Land Development on Saddle Lake was presented and revised as follows:

Various suggestions for name of project discussed -

1. Saddle Lake Agricultural Project
2. Saddle Lake Agricultural Association
3. Saddle Lake Area Development Project

Name to be decided later on in the day.

Discussion of objectives and purpose of the project followed: -

Project Description:

In addition to the Productive enterprises already listed, the following were added:

Consumptive Enterprises:

- a) Developing Recreational facilities
- b) Developing Home Projects
  - 1-Horticulture
  - 2-Handicrafts

- 4-Art
- 5-Personal Development
- 6-Scouting
- 7-Junior Forest Wardens
- 8-Cadets

4. Who will do the work?

a) It was suggested that the Committee contact or investigate the following with regards to a loan:

- 1-Farm Credit Corporation
- 2-Indian Affairs Loan Branch
- 3-Local Bank Manager
- 4-Industrial Development Bank
- 5-Band Council
- 6-Band Fund - used as collateral
- 7-Provincial Department of Industry and Development

3. Location of work:

Considerable amount of time was spent on locating the project on the Aerial Photographs and Maps made available by Mr. Shields. A listing of available land was made.

Meeting was closed at 5:00 p.m.

November 16th.

The meeting resumed at 10:30 a.m. in the Recreation Centre and the project locations were reviewed as follows:

a) Land Development - Since land is not surveyed only approximate locations of land to be developed are described as follows:

<u>Section</u>	<u>Township</u>	<u>Range</u>	<u>Approximate Acreage of Arable land available</u>
Block 1. E $\frac{1}{2}$ 11, N $\frac{1}{2}$ & SW 12, 13, 14, 23, 24 & S $\frac{1}{2}$ 22	57	11	750
		Total	2800
			3550
Block 2. N $\frac{1}{2}$ 8, N $\frac{1}{2}$ & SE 9, S $\frac{1}{2}$ 10, 15, N $\frac{1}{2}$ 16, E $\frac{1}{2}$ 17, S $\frac{1}{2}$ 18, Pt. 21, S $\frac{1}{2}$ 22.	57	11	1050
	57	11	1500
	57	11	450
		Total	3000
Block 3. E $\frac{1}{2}$ 30, SW 31, 6 & 7 N $\frac{1}{2}$ 12	57	11	450
	58	11	1100
	58	12	250
		Total	1800



<u>Section</u>	<u>Township</u>	<u>Range</u>	<u>Approximate Acreage of Arable land Available</u>
Block 4. NE 17, E $\frac{1}{2}$			
22, Pt. N $\frac{1}{2}$ 20, 21 &	57	12	850
22, S $\frac{1}{2}$ 24, SW 28, SE	57	12	600
29, Pt. W $\frac{1}{2}$ 23, Pt. NE			
15, Pt. NW 14	57	12	150
		Total	1600
Block 5. NW 3, N $\frac{1}{2}$ 4,	58	12	1350
S $\frac{1}{2}$ 5, 6, S $\frac{1}{2}$ 7, S $\frac{1}{2}$ 8,	58	12	1050
S $\frac{1}{2}$ 9, SW 10		Total	2400
Block 6. 19,29,30,31,	58	12	2550
NW 20, 3, 5, & 6	59	12	1450
		Total	4000
Grand Total			16,350

b) Location and plan of buildings -

One central machinery location (near Agency)

Minimum field storage bins with possible central grain elevators (near Agency)

Livestock Buildings.

De-centred in areas of actual production but centralized for optimum efficiency as required by specialization of enterprise selected.

c) Fences - Fencing of all crop lands developed.

This completed the Saddle Lake committee meetings. The afternoon of November 16th was devoted to the Goodfish Lake Planning Meeting.

Melvin Steinhauer - Recording Secretary.

Goodfish Lake Planning Meeting

Chairman: Mr. L. Gareau.

Chief Reuben Bull, Spokesman for the Goodfish Lake Committee, explained the proposed plan that the Goodfish Lake people wanted to bring up or do. Mainly on leasing the land adjacent to the reserve for consolidation and development of community pasture and forage project.

Mr. S. Shields explained the approximate cost of the proposed program.

30 miles Fence

9600 posts - 6' - 2" to 3" in diameter

400 posts - 7' - 4" to 6" in diameter

corrals

Cont...

1000 acres to be developed

200 acres could be added to the 1000 acres = 2500 to 300 tons  
of hay 10 to 12 rods along the fence line - 600 to 700 acres  
could be cleared.

Clearing

1 Caterpillar Tractor

Mr. S. Shields suggested that this would be a three year program  
in fixing the fencing.

Fencing - \$15,000 - Fencing 30 miles

\$20,000 - Reclaiming 1000 acres of cultivated land @ 20.00

\$10,000 - Corrals and Cattle Crossings

\$15,000 - Clearing, Breaking and Seeding 600 acres @ 15.00

\$60,000

The question - Who will do the work? was then raised and Mr. H. W.  
Webber, Supervisor of Co-operative Activities, was asked to address the  
meeting.

Mr. Webber outlined the operation of the following and explained how  
they could possibly be set up:

Limited Company - Companies' Act \$65.00 Minimum Incorporation Fees

Society's Act - Society \$8.00

Co-operative - Co-op \$5.00 Membership fee basis

Limited Liability

Can conduct ordinary business

Reasonable type of cooperative

Limited Company under Companies Act.

Share capital - Voting control on basis of share ownership. Proxies  
are allowed.

Liability is limited.

Private Company may be set up with as few as two people.

Incorporation costs are relatively high.

Society under Societies Act.

Society is not generally adapted to commercial enterprise.

Liability is limited.

May be set up with very few people.

Incorporation fee is cheap (\$8.00).

Cont...

No person may benefit directly from the society, other than that the society may pay wages etc.

Democratic control - no proxies allowed.

Co-operative Association under Co-operative Associations Act.

A co-operative may have either share capital or membership fee.

Liability is limited.

Democratic control - No proxies allowed.

Each member has but one vote regardless of equity.

No member may own more than 10% of the capital of a Co-op.

Takes ten people to incorporate - fee is \$5.00.

Surplus or profits may be returned to members on a patronage basis.

It was decided that Mr. Gareau would prepare an outline of the Goodfish Lake project and distribute it to the members of the Goodfish Lake Committee in preparation for another meeting to be held at St. Paul on November 29th at 10:00 a.m.

Meeting was adjourned at 4:30 p.m.

MEETING OF THE SADDLE LAKE DEVELOPMENT CENTENNIAL  
ASSOCIATION

Saddle Lake Development Centennial Association met in the Co-op board room on March 29, 1967.

The chairman, Chief Ralph Steinhauer, stated that Mr. Holmes, Agricultural Consultant from Regional Office, Indian Affairs had asked the committee to meet at this time.

Minutes of Dec. 30, 1966 were read.

Mr. Holmes said that he had learned that the agricultural end of the project had been approved but the sociological aspect had not been approved. He apologized if Indian Affairs Branch had given the impression they were not interested--they considered the people are anxious to go it alone and wished to allow this. I.A.B. is not standing around waiting to bail people out. If we can help Indian people to realize ambitions and accomplish aims, we will be happy; we are not on opposite sides of a fence.

Mr. Williams, who joined I.A.B. March 1st in the Department of Industry and Small Business, had talked to Art Towel who was concerned that our credit plans had bogged down. He suggested speaking to the committee re: financing.

There was some discussion re: Band Finances and use of Band Funds.

Mr. Price, handling surveys, making recommendations for development, was not familiar with our project. He says credit can be obtained if we go about it correctly. He thinks there is no sound reason why a loan to Indians should be fully guaranteed; machinery could be part of the guarantee. At the Blood Reserve for their cattle operation they applied for a revolving fund loan, money loaned on security of 80% with cattle and cash.

Rueben Bull, Goodfish Lake, said their position that it is not reasonable to use band funds for collateral--Mr. Holmes agreed.

Under the Indian Act, mortgaging machinery can be done by lien only. A lien could be carried on by leaving a nominal amount, e.g. \$100.00 from year to year.

Tom Cardinal asked if the Blood cattle co-op idea initiated with the Brooks cattle co-op. Ans. other members of co-op gave advisory assistance. Mr. Holmes said they decided to go on their own. After reaching obstacle of credit, asked I.A.B. for assistance. Application



was made to revolving fund for a loan; however, a complete submission was necessary and this delayed decision by Treasury Board.

The chairman asked if Saddle Lake would need to prepare a new submission to apply for a loan from revolving fund.

Mr. Holmes said the ARDA submission should cover it.

Mr. Gareau asked what amount would they lend?

Mr. Holmes replied, apply for the amount you need. Credit needed from year to year should be bank handled. It could be handled in one of two ways--from the bank with cash collateral, or from the revolving fund. Applying for the whole amount from R.F.L. would be tidier.

Mr. Gareau reminded the meeting that we were told last fall by Mr. Thrall it was no use applying to the Revolving Fund and the account was depleted. He asked if it would be possible to get guarantee of 50% of a loan from I.A.B. No, only a loan from the Revolving, which is replenished by Treasury Board when necessary.

Tom Cardinal asked if a delegation would speed up approval by Treasury Board. Mr. Holmes said this is not practical as the deputy minister makes the presentation. When would you want to start?

The chairman said "Tomorrow". We had hoped to start in February. The quicker the better. Ground work is underway, equipment dealers alerted.

Mr. Holmes said the first step is to get a firm offer from the bank. Get them to set out in writing terms of loan and amount.

Chief Steinhauer asked the terms of repayment of R.F.L.

Mr. Holmes - maximum terms, 20 years; for equipment 10 years. Terms should be gauged by income capacity. Five years before starting to repay ARDA loan. Mr. Gareau said initial loan to be paid in 1970. Debt repayment to ARDA starts in 1972.

Interest rates (5% for R.F.L.) and repayment arrangements were discussed. Question of a grant was raised. Mr. Cottrell said would take three months.

Mr. Gareau said he thinks the Province is prepared to guarantee part of the loan. Mr. Sterling could find out provincial attitude. Mr. Gareau feels that Indian Affairs should be involved.

Discussion re: Goodfish Lake project for community pasture, individual pastures; possibility of leasing land from province; no progress made

as yet.

Mr. Steinhauer and Mr. Holmes discussed setting up a meeting between Mr. Sterling, Mr. Strome, the committee, bank manager and Indian Affairs. Discussion--loan vs. grant, getting ARDA grant. A loan is quickest.

It was moved by Louis McGilvery, seconded by Ralph Shirt:

That the committee make application for a loan in an amount sufficient to provide security for a bank loan.

The question was raised how loan funds would be paid out. Mr. Holmes said it could be deposited to credit of association with no attachment by Indian Affairs Branch. Mr. Holmes advised that a copy of Certificate of Association be sent with submission, also statement from the bank showing terms and conditions for a loan; and a statement from an equipment company of prices. Show how the money is to be used and how to be repaid.

MEETING OF SADDLE LAKE DEVELOPMENT CENTENNIAL ASSOCIATION

Board of Directors Meeting - July 26, 1968, 1:00 p.m.

St. Paul ARDA Office

Present:           Ralph Shirt           Margaret Makokis  
                  George Hunter       Emma Steinhauer  
                  Mike Steinhauer   Tom Cardinal  
                                  Louis McGillvary

Also in attendance were:

                  Laurent Gareau  
                  Edith Zawadiuk  
                  Garry Miller

1. Moved by Mike Steinhauer and seconded by Ralph Shirt that the minutes of the previous meeting and the two financial statements - April 30 - June 14 and June 14 - July 19 be adopted as presented. Carried.

2. Discussion on Machinery Statement.

Moved by Louis McGillvary and seconded by Ralph Shirt that Pauliuk Implement Dealers, Two Hills be paid for the two tractors and two discs that the Association has purchased. Carried.

3. Payment on Breaking.

Moved by Margaret Makokis and seconded by Louis McGillvary that the final payment on the breaking be made when the job is completed and has satisfactority met the approval of the Board of Directors.

4. Discussion of Tractor Operators Presentation and discussion of attitude and performance of workers followed.

5. Tom Cardinal reported on Method of Fuel Distribution.

Private tractor operators have their fuel costs deducted from their wages. Fuel is sold to operators at 22¢ per gallon.

6. Report on Workman's Compensation.

All workmen on the job are covered.

7. Discussion on Purchase of Additional Equipment. Farm Hand, Truck, Jeep, Small Tools, etc.

The committee decided to further discuss this at a later meeting.

8. Discussion on Hiring of Labor.

Moved by Louis McGillvary and seconded by Emma Steinhauer that the number of workers hired be reduced on Block 11, since there are fewer rocks and roots than there was on Block 1. This would enable the continuous workers to accumulate enough unemployment stamps to prevent them from going on relief this winter.

9. Discussion on Shelter Belt.

Laurent Gareau read a submission by Ellis Treffry on shelter belts.

Moved by Louis McGillvary and seconded by Tom Cardinal that the submission be approved as presented.

It was suggested that perhaps the spruce could be put in this fall.

Mr. L. Gareau to contact Ellis Treffry in this regard.

10. Discussion on the Selection of Land for Brushing in the Winter of 68 - 69 followed.

It was decided that a committee of three be appointed to select the new sites: In order that more people on Saddle Lake be involved in the project it was decided to have this committee selected outside the board of directors.

Mike Steinhauer volunteered to make the selection of the committee.

Tom Cardinal moved and Louis McGillvary seconded that as soon as the committee finalize their selection of sites, tenders be released for the clearing of an additional 5000 acres.

11. Discussion on Educational Program This Coming Winter.

The following were proposed:

Tractor Maintenance School



Welding School  
Field Crops Clinic  
Carpentry School  
Gardening, Horticulture, Tree Planting

The possibility of holding above schools will be looked into.

12. Band administration and association administration plans are now underway for cooperation between band and association for office space, equipment, etc.

13. Granaries

The association needs to build granaries for 4500 bushels of wheat which has been acquired for the project for the spring of 1969.

Managers, Mike Steinhauer and Tom Cardinal are to check with the District Agriculturist regarding plans for the building of the granaries.

14. D.A. - D.H.E.

A request has been submitted for a full time D.A. - D.H.E. to work Saddle Lake.

15. Board Members Meeting Fees.

Moved by Tom Cardinal and seconded by Louis McGillvary that regular monthly meetings of the Board be held on the last Friday of every month. Also Board members be paid for attendance at meetings. \$20 per day or \$10 per 1/2 day. Carried.

16. Discussion on Bills Incurred During the Month.

Moved by Tom Cardinal and seconded by Ralph Shirt that bills be paid during the month. Carried.

Moved by Louis McGillvary and seconded by Mike Steinhauer that the meeting be adjourned. Carried.

August 3, 1967

Copy of Night Letter to Hon. Maurice Sauve,  
Minister of Forestry & Rural Development  
Ottawa, Ontario

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Please advise cause of delay in approving Saddle Lake Resource Development Project. Committee seriously concerned about morale breakdown, adverse reaction and impatience of Indian people. Time for starting brushing operations nearing and committee planning employment program most anxious to have commitment immediately as to Federal contribution in project.

R. G. Steinhauer, S.M.  
Chief  
Saddle Lake Indian Band

c.c. to

- Mr. Frank Fane, M.P., Vegreville
- Mr. Jack Biggs, M.P., Westlock
- Mr. Ray Rierson, Minister of Education & Labor, Edmonton
- Mr. Arthur Laing, Minister of Northern Development & Indian Affairs, Ottawa
- Mr. Len Marchand, Special Assistant to Northern Affairs & Development, Ottawa
- Mr. Romeo Lamothe, M.L.A., Bonnyville
- Dr. E. E. Ballantyne, Deputy Minister of Agriculture, Edmonton
- Mr. C. J. McAndrews, Director of Program Development Division, Edmonton
- Mr. G. R. Sterling, Provincial ARDA Director, Edmonton
- Mr. L. E. Pratt, Director of Rural Development, Western Region, Winnipeg

CANADA AGRICULTURE RESEARCH STATION  
Lethbridge, Alberta

November 4, 1966

To: S. F. Shields, ARDA Liaison Officer, Federal Building, Edmonton  
From: Alex Johnston, Range Management Specialist, CARS, Lethbridge

Range Inspection of Saddle Lake and Goodfish Lake Indian Reservations

The period October 30 - November 2, inclusive, was spent in an investigation of the grazing potential of the Saddle Lake and Goodfish Lake Indian Reservations. Several members of the band councils -- Messrs. Ralph Steinhauer, Tom Cardinal, Melvin Steinhauer, Marcus Sparkling Eyes, and Homer Jackson -- were interviewed during the inspections.

Goodfish Lake Indian Reservation

The reservation consists of about  $17\frac{1}{2}$  sections of land (capability classes 4 - 7) and water, the latter with some commercial fishing possibilities. The vegetation consists of groves of aspen of varying density and scattered grassy patches; carrying capacity was estimated at 55 - 60 acres per head per year or about 10 - 12 head per section. Marsh hay is harvested from moist lowlands in the southern part of the reserve and from a hay lease located several miles west of the reservation. There are about 400 acres of hayland. In addition, about 600 acres were farmed at one time and have since been abandoned; this land could produce a sizeable tonnage of hay. A small acreage is cultivated. There are about 350 cattle and 150 horses on the reservation at present.

The reserve was originally set up as a hunting - fishing-trapping adjunct to the Saddle Lake reservation. (The latter contains about 45,000 acres of Capability Class 2 land with a high agricultural potential. It was to have been the farmland portion of the two reserves.) In recent years the two reserves seem to have become distinct entities and must be considered separately.

The Indians of the Goodfish reservation recognize that the farming possibilities are limited. They felt that cattle raising was an obvious choice of occupation particularly since they possessed the necessary skills. They proposed that a block of land, presently unoccupied, along the north and northeastern portions of the reserve be taken over with ARDA assistance and that it be fenced for grazing. (Certain other unoccupied tracts, necessary for trapping and additional grazing, were also required.)

The land in question was inspected and it was agreed that its addition to the reserve lands would enable the Indians to considerably expand their livestock operation. Tree cover was sparse and all that is necessary immediately is that the land be fenced; grazing could begin at once. Further, ample timber is available for fence posts and ample labor is available for fencing. Water development appeared to be adequate for the present.

A further proposal by the Indians was that they be enabled to acquire a block of land west of the reservation. (Marsh hay has been cut on the area for a number of years.) In the opinion of the writer, this would be of questionable advantage. Quality of the hay (mostly Carex spp., Juncus spp., Scolochloa festucacea) is low at best and the acreage that might be harvested is limited. The land in question is very rough, stony, and, compared with the reservation, fairly heavily wooded. A better proposal would be to reseed abandoned land to grass-legume mixtures and to further develop the lowland hay areas on the reservation proper. On the other hand, the hayland the Indians want to acquire is not used, it would have additional value as a trapping area, it has a grazing potential and the Indian band council, presumably after mature consideration, has decided that it would be an asset to the reservation. We suggest that these points are worthy of consideration by Provincial authorities.

#### Saddle Lake Indian Reservation

There are about 45,000 acres of Capability Class 2 land included in the Reservation; about 7,000 acres is cultivated but 30,000 acres are unoccupied. These lands have a high agricultural potential as they are typical prairie



soils with a cover of fescue grassland species and scattered aspen groves, the latter a recent invader into former grassland. Along the north and west of the reservation are Class 4-5 lands, covered by scattered aspen and occasional grassy patches and suitable for pasture. These lands include the rougher topography along Saddle Creek and the North Saskatchewan River.

The Class 2 lands are suitable for grazing or hay production in their present state although the long-term goal should be crop production or intensive forage production. Fencing is required for adequate control of any grazing animals that might utilize these lands. Also the rougher lands to the north and west should be fenced as an immediate first step. Forage is available for present needs and a pasture development program could be started at a later date.

A chaotic land settlement pattern seems to have developed on the reservation. It carries through to grazing and haying rights. Band councils of both the Saddle Lake and Goodfish Lake Indian Reservations would be well advised to try and restore some order since a development program will be seriously hampered as a result of the existing situation.





HC ALBERTA. HUMAN RESOURCES  
118 DEVELOPMENT AUTHORITY. RE-  
S2A4 SEARCH AND PLANNING DIVISION  
An evaluation of the Saddle  
Lake Development Project;  
stage one



